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ABSTRACT

Over a 6-month period in 1989, an institutional review was conducted of the San Francisco Community College District (SFCCD) in order to develop recommendations for an organizational and administrative structure that would facilitate the fulfillment of district goals, promote professional performance, enhance the implementation of significant new state mandates, encourage the efficient use of scarce resources, and enable the district to adapt to change in the future. The private consulting firm recruited to assess the SFCCD reviewed district documents; interviewed over 100 administrators, faculty, and other personnel; conducted case studies; received opinion surveys from employees and current and former students; and undertook comparisons with other community colleges in California and nationwide. The analyses suggested that challenges to the district's effectiveness existed in the areas of organizational culture, mistrust, a common vision, cohesion, professionalism, communication, efficiency, planning, evaluation, and renewal. Four organizational models were considered to address these challenges: a status quo model; a parallel structure model, calling for the City College of San Francisco (CCSF) and the non-credit program to operate as two equal but independent components; the formation of a multi-college district; and an integrated systems model, which would consolidate the CCSF and the district's non-credit program into a single functioning organizational unit. The study report weighs each alternative and makes recommendations for reforms. Enrollment, apportionment, revenue, expenditure, and comparative fiscal data are appended. (JMC)

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THE CHALLENGE OF CHANGE

in the San Francisco Community College District

An Organizational and Educational Plan for the Future

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They should observe that there is nothing more difficult to plan or more uncertain of success or more dangerous to carry out than to introduce new institutions, because the introducer has as his enemies all those who profit from old institutions, and has as lukewarm defenders all those who will profit from the new institutions. This lukewarmness results partly from fear of their opponents, who have the laws on their side, partly from the incredulity of men, who do not actually believe new things unless they see them yielding solid proof. Hence whenever those who are enemies have occasion to attack, they do it like partisans, and the others resist lukewarmly; thus lukewarm subjects and innovating prince are both in danger.

Machiavelli: "The Prince"

EXECUTIVE SUMMARY

This report describes the results of a six-month set of organizational and financial analyses conducted for the San Francisco Community College District.

The principle *purpose* of this activity is to recommend an organizational and administrative structure which

(1) facilitates fulfillment of District goals,

(2) promotes professional performance,

(3) enhances implementation of significant new state mandates,

(4) encourages efficient use of scarce resources, and

(5) enables the District to adapt to change in the future.

Introduction and Background

Historic Development. The San Francisco Community College District (SFCCD) has a long history and a proud reputation. City College of San Francisco was founded in 1935 as a two-year, post-secondary institution granting an Associate of Arts degree and preparing students for productive employment and transfer to four-year colleges and universities. At that time, the College was a component of the San Francisco Unified School District. This latter agency also operated a far-reaching set of adult education programs.

In 1970, in response to changes in state policy, a separate Community College District was formed, containing City College of San Francisco and the adult education component of the San Francisco Unified School District. Since formation, the Community College District has had an independent, publicly elected governing board and, within the boundaries of state law, has been an autonomous institution providing a wide range of academic, occupational, and client-oriented fee-supported instructional services to the people of San Francisco.

Current Conditions. Currently, the District serves approximately 59,000 students, employs approximately 2,600 instructional and other staff, offers services at more than eight major sites, and has an annual budget approximating $90 million. Services to student clients include "credit" courses required for specific college transfer and degree programs and occupational certification, and "non-credit" courses, both state-subsidized and fee-supported. Thousands of students register in these courses each semester in order to improve their academic understanding, enlarge their occupational skills, become better citizens, or enhance their personal lives.

The District is unique in California, and probably the nation, in terms of its unusual breadth of non-credit course offerings. According to 1987–88 data, the last year for which comparative information was available, the San Francisco Community College District allocated 24 percent or more as funds to support of non-credit instruction. This figure is unusually high and there is virtually no other community college system in the state or nation with which it can be compared.

Administrative Organization. This remarkably broad spectrum of activities is accomplished through a three-pronged organizational structure consisting of City College of San Francisco, a Centers Division, and a central District Administration. The latter component is responsible for overall District coordination and management. The seven-member governing board is charged by state law with making and interpreting policy, selecting and evaluating a chief executive, and overseeing the District's operation.

Policy Environment Changes. In the time since the 1978 enactment of Proposition 13, which dramatically curtailed local property taxation, community colleges in California have been subjected to four consistent state-imposed policy conditions or trends. First, this has been a period of substantial fiscal uncertainty, and the absence of taxing authority has made it unusually difficult for community college governing boards to insulate their institutions from the ups and downs of the overall California economy and the state's budgeting controversies. Second, the state has moved to exercise increasing control over community college policies. Third, the state insistently has employed its new influence to propel community colleges closer to the academic model of four-year colleges and universities. Last, the state has attempted to control its financial exposure by limiting reimbursement for non-credit course enrollments.

In 1988, the state enacted another statute to which the San Francisco Community College District must adapt in the immediate future. This statute, Assembly Bill 1725, specifies that even though non-credit courses are important for California community colleges, their provision must nevertheless be subordinate to vocational preparation and academic transfer activities. These newly legislated priorities are reinforced by funding formula changes that in the future will reduce the level of state revenue available for supporting non-credit courses.

The Need for Assessment. The District's current organizational structure and administrative arrangements have existed for two decades, since separation from the San Francisco Unified School District. During this time there have been substantial enrollment increases, demographic and employment shifts, changes in citizen expectations, alterations in state funding arrangements, and significant additions to state law (most recently Assembly Bill 1725).

Consequently, in June of 1989 the District contracted with Strategic Planning Associates, a private consulting firm specializing in strategic planning and analysis for educational organizations, to appraise current organizational arrangements in light of the above-listed changes, and to recommend appropriate reforms for the future.

Analytic Procedures

Strategic Planning Associates' analytic effort cast a broad informational net seeking ideas, opinions, and understanding. Research activities were regularly described to and discussed with the San Francisco Community College Steering Committee comprised of a cross-section of administrative, instructional, and classified employees as well as students.

Strategic Planning Associates staff reviewed documents regarding District history and current operation; conducted interviews with more than one hundred informed administrators, faculty, and other technical and classified personnel; completed five intense case studies regarding District personnel procedures, budgeting and purchasing, facilities maintenance, course approval, and student advising; received opinion surveys from literally thousands of District employees and current and former students; analyzed District finances; assessed alterations in state policies and deduced the consequences for the San Francisco Community College District; and undertook comparisons with other community college districts in

California and throughout the United States.

Analytic Findings

The above-listed analytic activities resulted in two categories of findings which are listed below under the subtopics of District Strengths and Future Challenges.

District Strengths

Any future organizational reforms or structural realignments should, at a minimum, do no harm to and, if possible, enhance the following favorable San Francisco Community College District conditions:

- Commitment to serving a diverse citizenry
- Broad spectrum of institutional goals
- Faculty commitment to instruction
- Extensive client access to district services
- Broad array of curriculum offerings
- Widespread public participation in instructional programs
- A record of overall fiscal responsibility
- Flexibility in adapting programs to changing conditions
- Dedicated support staff.

Future Challenges

Analyses suggest that the following organizational conditions currently impede the District's effectiveness and, unless strengthened, increasingly will erode its ability to fulfill functions completely in the future.

These challenging conditions are tightly interconnected, and it will be difficult to disentangle them a piece at a time and reform the system incrementally. Bold initiatives will likely be needed.

Culture

A productive and pervasive "culture" or spirit characterizes successful organizations. This condition is currently lacking in the San Francisco Community College District. In the overall "climate" there is too little that energizes and too much that enervates those connected with the organization. District employees frequently are committed to their clients, subject matter, or immediate colleagues. However, loyalty to the overall institution is low.

The challenge is to create the sense of a vital and unified agency actively propelled by the pursuit of common purposes.

Trust

There exists an unproductive aura of internal distrust and a lack of confidence among employees that institutional decisions will be professionally sound, personally fair, and made in the District's long-run best interests.

The challenge is to create and sustain an organizational culture and a sound set of decision-making procedures that restore confidence.

Vision

The existing organizational structure impedes creation of a common vision. The long-standing existence of two major operating divisions, each with different histories, different purposes, and different executive officers under separate contract to the governing board, has made it difficult to formulate a common sense of purpose across the entire organization.

The challenge is to develop organizational structures which facilitate leadership responsibility for the entire District.

Cohesion

The San Francisco Community College District as a "system" is overly fragmented. Existing organizational structures and administrative procedures promote unnecessary conflict and dilute the institution's ability to pursue its purposes effectively.

The challenge is to create organizational arrangements that facilitate consensus about and integration of District activities.

Professionalism

Existing organizational arrangements retard development of a full sense of professionalism and collegial responsibility among faculty, staff, and administrative employees.

The challenge is to cooperate in the creation of an appropriate set of procedures that more fully involves employees in district decisions.

Communication

The District's existing twin- or triple-track administrative structure contributes to overly bureaucratized and convoluted internal communication. Effectiveness and morale suffer as a consequence.

The challenge is to create organizational arrangements that enhance a straightforward and professional communication flow.

Efficiency

The current organizational structure tolerates unnecessary duplication of effort, engenders an inefficient deployment of scarce resources, contributes to a low regard for effective management, and severely jeopardizes financial support of non-credit activities in the future.

The challenge is to develop an educationally sound organization that simultaneously enhances efficient use of scarce resources.

Planning

"Doing the Right Things" is as important for an organization as "Doing Things Right." An organization's capacity for assessing and adapting to change, continually determining the "right things to do," depends crucially upon long range planning and a strategic thinking outlook. Insufficient attention to these conditions currently jeopardizes the District's ability to adjust successfully to intensifying rates of change in the outside world.

The challenge is to develop organizational arrangements that incorporate a long-range planning and strategic thinking capacity.

Evaluation

Successful organizations depend crucially upon accurate feedback from clients and a continual flow of information regarding program and employee performance. However, the District's current haphazard data collection procedures and the sporadic program and personnel evaluation efforts result in weak accountability to policymakers and impede effective management.

The challenge is to incorporate evaluation and feedback procedures into the fundamental fabric of the organization's structure.

Renewal

Encouraging employees to update old knowledge, acquire new skills, and learn more about the organization itself enhances "human capital" and eventually enables an organization to perform more effectively. Currently, the San Francisco Community College District pays little systematic attention to human resource development for its own employees. This condition presently interferes with effectiveness and could prove to be a considerable impediment to organizational self-renewal in the future.

The challenge is to incorporate staff development and appropriate improvement incentives into the overall organizational structure.

Structural Alternatives

Simply moving oblong boxes and abstract symbols on an organizational chart will not meet all the above-listed challenges. Selection of a chief executive in whom the governing board has confidence, identification of leaders for other important organizational components, construction of an overall atmosphere of professionalism and collegial cooperation, and sustained governing board commitment to the recently developed code of ethics are illustrative of additional actions that will be necessary to enable the San Francisco Community College District to fulfill its potential as a dynamic educational and community service agency.

However, whatever additional factors are involved, it also should be recognized that an appropriate organizational structure and distribution of administrative responsibilities can enhance the pursuit of an agency's mission and facilitate efficient use of resources. Thus, a number of alternative organizational structures have been developed and considered in order to assess the arrangements that might best serve the San Francisco Community College District now and well into the future. The four models that best fit District purposes are described below. Each is depicted graphically in the generalized organizational diagrams which appear at the end of this summary.

- *Alternative Organizational Model #1: Status Quo*

The existing organizational arrangement, consisting of two parallel units—City College of San Francisco and the Centers Division, coordinated by a central District Administration—has operated for almost two decades. It was carefully conceived at the time of the District's formation and continues currently to have supporters.

Advocates of the status quo make two kinds of arguments in support of their position. First, they contend that the district's principal problems consist of personnel weaknesses that will not be strengthened measurably by moving boxes on organizational charts.

In addition, those opposed to fundamental structural change contend that the existing divisions of credit and non-credit fulfill the District's missions. In that City College of San Francisco can be held responsible for the former and the Centers Division for the latter, then why not leave matters as they are? Perhaps a small amount of course reallocation might be necessary to ensure alignment of all non-credit and fee-based courses in the Centers Division and all credit courses, be they academic or vocational, in City College. However, this is a matter of realignment, not reform.

Status quo advocates contend, further, that because the two operating units exist within the framework of an overall "District" with a governing board, then, clearly, a coordinating body is appropriate and that exists already in the form of the District Central Administration.

Justification. Proponents of the status quo contend that the existing structure is consistent with District purposes and nothing better is likely to emerge in the near future. They acknowledge the necessity of modest structural realignments for instructional offerings, but eschew major reform. Presumably, their advice would be to stay with the organizational arrangement as it now exists and move expeditiously to identify the personnel who can make it function effectively.

- *Alternative Organizational Model #2: Parallel Structure*

This proposed alternative is consistent with the current District structure, or logically could be construed as even evolving from it. However, regardless of specific modular variations, the parallel structure model also departs in significant ways from the status quo.

This proposal is similar to what now exists in positing the formation of two parallel organizational or governmental units, each

organizationally of comparable status. One would be oriented toward the provision of credit courses, both for academic transfer and occupational certification. In effect, this unit would be similar to the existing City College of San Francisco though it might well have satellite sites for the delivery of some courses (particularly those connected with occupational preparation).

A second parallel and sovereign governmental unit would be responsible for the provision of non-credit courses, both those that are subsidized by state revenues and those that are fee-based and offered in response to client interests. This would be similar to the current Centers Division and would continue to depend upon a wide range of geographic locations and satellite sites in order to deliver services to clients.

The parallel model departs drastically from the status quo on the dimension of district-wide central administration and governance. In the parallel model, each of the two operating components is seen to be equal in status but independent of the other.

Under one governance scenario, each of the two sovereign operating agencies would be under the authority of a separate governing body. The proposed analog of City College of San Francisco, the credit-granting academic and occupational preparation agency, would have its own board of governors. The non-credit course and fee-for-service agency, or Centers Division analog, would also have a separate governing board, either by being subsumed once again by the San Francisco Unified School District or by formation of a new and special government authority. Either of these versions would likely require an amendment to the City Charter.

Under another parallel structure scenario, each sovereign operating agency would have its own administration, but each of the two would report separately to the same governing board. One governing board, in effect, would wear two hats, overseeing City College of San Francisco for credit purposes, and overseeing another agency for non-credit services.

Under any one of the parallel structures three governance versions, there would be no overarching central administration. Each of the two separate but parallel operating agencies would have its own chief executive officer and whatever subordinate administrative structure was appropriate.

Justification. Proponents of the parallel model contend that such separate but-equal-in-status operations are necessary in order to preserve what is unique to each. They contend further that the parallel model simply acknowledges today's reality and by eliminating an overarching central administration, does so with greater economic efficiency. Each institution would be free to pursue its purposes without being encumbered by the administrative weight and financial complexity of the other.

- *Alternative Organizational Model #3: Multi-College*

This model proposes formation of a multi-college community college district. Each of two or more colleges would be, or at least would become, full- or broad-service institutions complete with the range of facilities that makes academic and occupational preparation, as well as fee-for-service instruction, possible, e.g., a science library, athletic buildings, and computer centers.

A degree of specialization might be possible or desirable under this arrangement. For example, one college might specialize in technical preparation, another in the liberal arts, and another in the sciences. Students presumably would select a college based upon their initial predilection. Subsequent transfer, of course, would be possible if a student's aspirations or interests changed. Such institutional specialization would enable resources to be used efficiently. Not every college would need to be an exact physical replica of the other.

This proposal assumes that the current spectrum of San Francisco Community College District goals is appropriate and that the best manner in which to deliver this range of services, as well as overcome weaknesses of the existing organizational structure, is to create two or more colleges, each of which would be capable of serving a geographic community. The existence of two or more colleges would not preclude use of satellite sites for the delivery of a variety of non-credit and fee-based services. Satellites within a geographic area would presumably be under the specific aegis of only one of the colleges.

Under a multi-college structure, there would still be a single governing board and whatever central administration was judged necessary for coordination, long-range planning, evaluation, accounting, and so forth, in addition to providing whatever services were needed directly by the governing board itself.

Justification. Proponents of a multi-college model contend that this structural arrangement is the most consistent with a major objective of the community college district—enhancing the social mobility of the overall San Francisco population. Students whose initial contact with the "system" in non-credit courses such as English-as-a-Second-Language classes, would see that there is a far broader occupational and academic horizon for them to pursue and many would be motivated to do so. Also, provision of a full or broad range of services on each college campus would enable the overall district to fulfill its obligations to the citizenry more completely.

- *Alternative Organizational Model #4: Integrated Systems*

This proposed model stands in substantial contrast to what now exists or any of the above-described alternative proposals. The central feature of the integrated model is the consolidation of the District's two existing operational components, City College of San Francisco and the Centers Division, into a single functioning organizational unit. Additionally, in an integrated systems model there is no need for a separate, free-standing central administrative unit.

This model would have a single governing board and continue to rely upon the existing City College of San Francisco campus as a principal site for offering credit courses. However, Centers and satellite sites would continue in wide use. These outreach locations would be used, in addition to City College, for offering, where appropriate, a mix of credit and non-credit courses.

District administration would be headed by a chief executive officer (CEO) reporting to the governing board and responsible for administrative oversight of the entire educational system. The principal functions of this office would be serving as the governing board's executive arm, and coordination of activities such as long-range planning, evaluation, and external relations. The CEO would be the only executive to have a contract with the governing board.

Three primary operating officers would report to the CEO, one each for Instruction, Student Services, and Administration. Each of these would probably bear the title Vice Chancellor. In the area of instruction, this model would rely heavily upon an expanded professional role for employees in governance and evaluation.

Site administration for City College of San Francisco and the District's many satellite locations would operate in one of three modes. One alternative would be to have two additional operating officers reporting directly to the CEO, a Provost each for City College and Outreach Centers. Another alternative, with two variations itself, is to have site directors or coordinators report directly either to the proposed Vice Chancellor for Administration or the proposed Vice Chancellor for Instruction. A third alternative is to label the CEO as District Chancellor and City College President, and have only one Provost for Outreach Site management. Site Directors

would be responsible for integrating services at and representing the interests of physical sites.

Justification. Proponents of an integrated systems model contend that it would have the following advantages. It would enhance an integrated pursuit of the District's multi-pronged mission; reduce unnecessary conflict and bureaucratic layering which many believe now impedes effective functioning; promote professionalism among faculty and staff; facilitate implementation of the state-imposed priorities and fiscal arrangements contained in Assembly Bill 1725; and enhance administrative cost savings and greater long-run economic efficiency.

The Significance of Preferences and Assumptions

In arriving at the report recommendations, Strategic Planning Associates holds the following assumptions and adheres to the following preferences:

- The district's three current missions of (1) academic transfer, (2) occupational preparation, and (3) community service are all important and deserve to be pursued with equal vigor.

- Vigorous and sustained pursuit of the District's three major goals will necessitate a far better integration and coordination of service delivery than currently is the case.

- It is appropriate for the faculty and staff of academic institutions to act collegially in playing a shared professional role in the governance of the institution.

- The administrative structure of an institution should be as slender as possible consistent with the conduct of the organization's mission and fulfillment of public responsibilities.

- The existing organizational model has advantages and has served the District well during its development. However, it currently interferes with an integrated pursuit of all three missions, impedes formation of a cohesive organizational culture, insufficiently facilitates implementation of newly enacted state expectations, generates unnecessary administrative layers, promotes political conflict, and is overly costly.

- Whatever its advantages, the multi-college model is unrealistic geographically and financially. Unlike the Los Angeles Community College District and other areas in California and the nation, San Francisco's population is simply too small to justify the major expense involved in the development and operation of one or more additional full-service, comprehensive, community colleges. Also, it is not clear where parcels of property could be identified or financing found to build a comprehensive second, or third, college.

- The parallel structures model has commendable features. However, it suffers from three major disadvantages. It provides insufficiently for integration of services across the three missions of academic transfer, occupational preparation, and non-credit and fee-based service. Also, in that it might necessitate two governing boards, or the unrealistic reabsorption of community services into the San Francisco Unified School District, it is likely to prove politically and financially expensive. Lastly, the alterations in state policy embedded in AB 1725 render the future financing of an effective, free-standing community services division virtually impossible.

Principal Recommendation

Given the above-listed considerations, the preferred structural arrangement is the "Integrated Systems Model."

This organizational configuration is most likely to

- support the effective delivery of instruction,
- promote a carefully orchestrated pursuit of District missions,
- reduce political conflict and bureaucratic interference,
- enhance professionalism and collegiality among employees,
- facilitate compliance with significant new state policies,
- create a capacity for continual self-renewal, and
- reduce costly administrative duplications.

Implementation Guidelines

- The governing board should move quickly to adopt a reorganization plan.
- The governing board should integrate adoption of an organizational reform plan into its CEO selection process.
- A high-level District Reorganization Implementation Steering Committee should be empowered to initiate and coordinate detailed planning activity.
- Once selected, the CEO should be held responsible for the operational details of reform implementation.
- The governing board should engage an independent consulting firm to assist the District Reorganization Implementation Steering Committee in the detailed planning of implementation and to assess implementation progress.
- Implementation should be guided by a detailed time schedule.
- Faculty, staff and administrators must participate in detailed implementation planning.
- Employees should be assured that a new organizational structure will not result in wide-scale layoffs.
- New hires associated with reorganization should be based strictly on qualification and District affirmative action policies.

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Individual members of the Steering Committee are listed alphabetically below:

Rena Merritt Bancroft, President, Centers Division

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Jacynthia Willis, President, Associated Students, City College of San Francisco

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ORGANIZATIONAL CHANGE

in the San Francisco Community College District

INTRODUCTION

This report describes the results of six months of intense scrutiny of the San Francisco Community College District.

The purpose of these analyses has been to

(1) *assess existing organizational arrangements and administrative structures,*

(2) *understand the interaction of existing arrangements with significant new state-mandated changes in community college priorities and funding,* and

(3) *where appropriate, offer proposals for reform.*

The analytic procedures employed, important background information regarding the District, evolving state policies, and the study team's major findings and conclusions, report recommendations, and implementation suggestions are contained in subsequent sections.

This "Introduction" explains what is meant in this context by the term "organization" and describes the reasons for undertaking periodic systematic appraisals of an organization. It also lists the criteria used in these analyses to appraise the organizational dynamics of the San Francisco Community College District (SFCCD).

Organizations

• *Organizations are people combined with "ideas."*

Organizations are collections of people, and a great deal more. The "great deal more" consists in part of material items such as durable equipment and consumable goods. Importantly, however, most of the "more" that makes up organizations consists of intangibles—"ideas." Ideas are the "glue" that binds a collection of individuals into an "organization." Ideas in this context express the organization's purpose, whom it should serve, who should be employed, who should hold management positions, who should supervise, how resources should be allocated, how performance should be evaluated, and so on.

• *People and ideas combined create an organization's "culture."*

People and the ideas they create and convey, e.g., expectations, rules, regulations, and hundreds of other formal and informal beliefs and procedures, comprise the culture of an organization. This "culture" is to an organization as "personality" is to an individual. It is composed of hundreds of different dimensions, some of which are obtuse and others obvious. Some features are intended and others are unconscious outcomes of prior events. It is the aggregate effect of these many dimensions, an organization's "culture," that, more than any single feature, is likely to shape the behavior of people in organizations toward either productive or unproductive ends.

• *People are the source of an organization's culture.*

Does this mean that "culture" is more important in an organization than people; that people don't matter? The resounding answer is "No!" Clearly people matter a great deal; their individual and collective contributions are crucial to the successful performance of any organization. It is the "people" in an organization who give it meaning; it is people who shape an organization. After all, an organization's culture, its "ideas," come from people.

• *Reciprocally, an organization's "culture" shapes its people.*

What is sometimes overlooked, however, is that there is a powerful reciprocal effect—an organization's culture strongly shapes the behavior of its members. Performance expectations, reporting relationships, job descriptions, evaluation procedures, budget processes, status symbols, and hundreds of other administrative and structural characteristics, regardless of how intangible they may seem or difficult to codify they may be, can dramatically influence the behavior of people in organizations.

• *The "culture" of educational organizations is unique.*

Educational organizations, both public and private, typically possess distinctive cultural characteristics. Many of these features are advantageous to society, e.g., appreciation of the intellect, fostering of creativity, tolerance of diversity, questioning of conventional wisdom, an ability to speak truth to power, and an acceptance of new ideas. Preserving these organizational virtues, however, frequently involves a sacrifice or trade-off. For example, educational institutions are generally slow to adapt to societal changes, have difficulty in reaching consensus, are ambivalent regarding leadership initiatives, and are seldom motivated toward economic efficiency.

• *An organization's "culture" can be analyzed and mapped.*

Some organizational components, even if they do consist of ideas, are clearly visible, e.g., constitutions, statutory arrangements, governing board policies, administrative procedures, employee rules, collective bargaining contracts, budgets, purchase orders, and payrolls. Other components are more subtle and only become visible by means of analytic procedures such as surveys, observations, interviews, and understanding the organization's history. Nevertheless, by an assortment of research techniques, it is possible to "map" an organization's culture and arrive at conclusions regarding those features that contribute to productive and unproductive actions by organizational members. This "mapping" is the analytic process in which Strategic Planning Associates was engaged during the latter half of 1989 with the San Francisco Community College District.

• *An organization's culture can change.*

The most basic or fundamental components of an organization's culture, like the core or foundation of an individual's personality, seldom lend themselves to dramatic or rapid change. Organizations, however, can alter significant components of their culture. They can employ individuals with different qualifications, adopt new or expanded job descriptions, alter reporting relations, rely upon different reward schemes, and so on.

• *Change is not automatically advantageous.*

Some change is conscious and purposeful. Dynamic organizations undertake planned change in order to enhance their effectiveness, maintain their missions, and continually adapt to the evolving conditions around them. Other more stagnant organizations may change, but it is frequently unplanned and unproductive. "Change" in such complacent circumstances is usually a process of accretion or reaction, something

that happens "to" an organization and is not a positive process that assists in its self-renewal.

• *Change is triggered both from inside and outside an organization.*

The "culture" of an organization is subject to influence from a wide variety of *internal* sources, both clients and employees. Primarily, however, the culture of a public organization is amenable to changes initiated by its governing board, executive officer, and representatives of employees. Organizations are also influenced by outside events. Changes in the *external* environment—for example, state laws, population dynamics, occupational conditions, and new technologies—can have important implications for the internal operation of an organization. Modern economics and new communication technology propel these changes at an ever more rapid pace.

• *Change should trigger periodic organizational appraisal.*

Some change may be good, some disadvantageous. Because change is always occurring, however, it is important that an organization periodically undertake a systematic appraisal to ensure that the millions of changes, some microscopic and some bold, accrue to the organization's well-being. Sometimes an appraisal can be undertaken internally, a self-assessment. On other occasions an outside or independent reviewer may be better able to identify changes, or the need for them, than those engaged intensely in the organization's day-to-day operations.

• *Appraisal must be consistent with an organization's mission.*

Organizations generally have a "charter." They are expected to perform one or a set of related functions. In some instances the charters are formal, legal in nature, and quite explicit. In other instances, the charter may be implicit or informal, existing only in the perceptions of employees and clients. However, regardless of the degree of formality, it is this charter which establishes the fundamental course of the organization and determines what is expected of it.

• *The charter of an educational organization is centered upon instruction.*

The San Francisco Community College District is a special kind of organization, one which is primarily concerned with education. An educational organization may serve meals, sell books, sponsor athletic teams, construct facilities, purchase supplies, provide security services, collect and process data, and so on for a long list of peripheral functions. However, fundamentally it is expected to instruct students. If it does not engage in this activity, and do it well, it will violate its "charter," and both its clients and its members are likely to be dissatisfied. Any assessment of an educational organization must keep this paramount purpose, as well as the distinct culture of educational institutions, firmly in mind.

• *Additional organizational appraisal criteria are appropriate also.*

Keeping in mind that this exploration and these analyses concentrate on an educational institution, a further set of more specific standards is also appropriate. In assessing the San Francisco Community College District, the following multifaceted question was posed:

Do existing organizational arrangements and administrative structures

(1) enhance fulfillment of District goals,

(2) promote professional performance by employees,

(3) facilitate implementation of state policy changes,

(4) encourage efficient use of scarce resources, and

(5) enable the District to adapt to change in the future?

History of the District

In 1968, in response to the Master Plan for Higher Education, the California legislature established the Board of Governors of the California Community Colleges and called for the separation of community colleges from their parent K–12 school districts and the establishment of independent community college districts. School districts that had both adult education and community college components faced the dilemma of what to do with their adult education programs. Was adult education, because of the nature of the course work (non-college-level) to be treated as a part of the K–12 school district, or was it to be treated, because of the age of the clientele, like community colleges?

Some districts, such as Los Angeles and Sacramento, opted to leave their adult education programs with the parent K–12 district. Others, like the San Francisco Unified School District, chose to move the adult education program to the newly formed community college district. Proponents for the transfer argued community colleges could better serve all adults and that there ought not be two separate, competing institutions providing education for adults.

Another persuasive reason for the shift was the significant financial incentive accompanying program transfer. Because the San Francisco Unified School District was a so-called "basic aid district" (relatively high property value per student), the state provided only $125 per student towards the cost of instruction. Under the state financing formula, the newly formed San Francisco Community College District was defined as an "equalization aid district" and eligible for substantially greater state subventions.

Although other community college districts in the state opted to absorb their adult education programs, no other community college district did so by establishing such a precise delineation of function. City College of San Francisco was to continue to provide credit courses, associate degree programs, and semi-professional certificate programs and courses. It was designed to serve as the district's only comprehensive community college campus. (Early efforts to establish an additional campus for City College were unsuccessful because of lack of sufficient land to accommodate a second comprehensive community college.)

The Centers were responsible for all non-credit, continuing education and occupational courses, including courses in all the adult education subjects approved for funding by the state of California. The centers continued the adult education philosophy of serving "the diverse educational needs of adults in two general communities: in neighborhoods immediate and adjacent to where people live and work, and in city-wide communities of special interest such as education for the handicapped or the aged." In addition, in order to expand the outreach efforts of the credit program, City College offers credit programs at the Centers.

No other community college district in California even comes close to San Francisco in its commitment to the non-credit mode of instruction. The district, in both absolute numbers and in percentage of total average daily attendance (ADA), is clearly first in the state. San Francisco is the only district which generates over half its ADA in the non-credit mode, the only district with over 15,000 non-credit ADA, and the only district with a "participation rate" of less than 10. (San Francisco's participation rate is 7.4 compared to the median community college rate in California of 13.6. Participation rate is the service area population divided by unduplicated student headcount. A lower number represents a higher rate of participation.) It generates 22 percent of all the non-credit ADA for the entire state. In terms of non-credit offerings, San Francisco is truly unique and is more heavily influenced by state decisions regarding non-credit policies than any other district.

For the most part, other community college districts that absorbed the adult education

function did so within their existing structure, i.e. the continuing education function became a subset of the mission of the individual college. In San Francisco, two separate but equal delivery systems were established, theoretically under the "umbrella" of the district administration. In reality, it is probably more accurate to describe the district administration as providers of centralized services to two relatively independent delivery systems than as the embodiment of a truly integrated educational mission for the San Francisco Community College District.

Thus, the current bifurcated organizational structure grew out of a combination of historical organizational patterns, a concern for the avoidance of duplication of effort in delivering education for the adult community, and from financial considerations. The assignment of credit classes to City College and non-credit to the Centers was a vestige of the old organizational arrangements established in the Unified District rather than being any long-term, well-planned effort to maximize the effectiveness and efficiency of the delivery of courses to the adults of San Francisco.

Adult educators pridefully point out that adult education in San Francisco long predated community college education, having been first offered by Bishop Alemany in 1851 with the primary purpose of teaching English to the early immigrants. City College (then known as a "Junior College") did not arrive on the scene until 1935, and early thereafter competition between the divisions began to come to the surface. Agreements began to be developed about which division should appropriately offer which courses that did not neatly meet the college/high school, graded/non-graded, credit/non-credit differentiations. Nevertheless, in many gray areas in the curriculum, delineation decisions were not made and it was simply acknowledged that both divisions could offer the courses (although only for non-credit in the Centers).

Even though one of the stated purposes for the establishment of the District office as a separate division was to provide for the coordination between the two instructional divisions, the early pattern of allowing the divisions substantial amounts of divisional autonomy in course offerings has clearly been the prevailing modus operandi.

The current organizational pattern has been in existence, relatively unchanged, since the District's inception. The existing structure may well have served the District adequately in its formative years, and there is substantial evidence that in the halcyon days of maximum local control and plentiful resources, a parallel organization and structure permitted the District to respond favorably to its multiple constituencies by allowing it to provide for the widest possible array of course offerings.

Evolving Context

At the same time the District's organization has undergone minimal adjustment, the context within which the San Francisco Community College District operates has undergone unprecedented change. Among the changes having the most direct impact are:

1. The nature of community colleges in this state has evolved dramatically since the formation of the San Francisco Community College District. The distinction between the functions of a college and an adult school has blurred dramatically since 1970, especially given the phenomenal growth of vocational education and continuing education as elements of the community college mission. These changes would be less important had the political and governance climate remained constant. In a highly decentralized, heavily locally funded system there was little need for uniformity—programs could be addressed and paid for locally at the pleasure of the local citizenry.

Passage of Proposition 13 in 1978 resulted in the effective centralization of funding (and determinations of what the state will fund), and decisions that were once clearly matters of local determination have now become the focus of state concern. A clear

example is the statewide Board of Governors' Title 5 regulation which requires that community college districts classify their courses into one of four categories: (a) credit (degree applicable), (b) credit (workload only), (c) non-credit, and (d) community service.

This classification exercise will have important consequences for the District and will require new levels of cooperation and coordination among the participants in the decision-making process in the District. Similarly, decisions that once could be safely and separately made by one operating division may now have major implications for the other operating division and for the District as a whole.

Finally, the nature of the community college student has changed dramatically. The typical community college enrollee is no longer the 18-year-old potential transfer student prevalent in 1970 and is much less likely to be able to fit neatly into either a continuing education or college organizational model than was once the case.

The increasing ethnic diversity of the student population and the additional number of "older" students returning to school at the community college level offer additional challenges to a static organizational structure.

2. Past Western Association of Schools and Colleges (WASC) accreditation teams have found on repeated occasions that the current organizational structure may be dysfunctional and that adequate communication between the divisions, and hence services to students, may be hampered. The most recent accreditation report cited numerous problems that highlighted their concern. None was more dramatic than team comments about separate self-studies conducted by the Centers Division and by City College. In earlier times much less attention was paid to the ways in which the District office, City College, and the Centers interacted. That is no longer the case. The District must be organizationally positioned to respond to accreditation team concerns.

3. Projections for San Francisco County suggest a relatively stable adult population for at least the next decade, with the distinct possibility of modest decline. Since the existing finance formula is still enrollment-driven and even when "reformed" (not sooner that 1991–92) will have a heavy enrollment component, the District must be responsive to the prospect of stable or declining revenues and have in place a plan and an organizational structure that permits it to deliver the most important educational services, even in an era of declining resources.

4. The relatively new state matriculation initiative is based upon the notion of enhancing and coordinating services designed to lead to increasing numbers of students successfully completing programs. The clear direction is toward the effective integration of programs and services. The District, not simply one of the divisions, must address the issue of how it can best organize to take maximum advantage of funds, how it can best bring to bear all of the resources of both current divisions, and what is the appropriate mix of credit/non-credit approaches to this challenge.

5. The newly enacted AB 1725 has important implications for community colleges in virtually all areas of the District's operations: finance, curriculum, personnel, and governance. The statute mandates development of a core transfer curriculum to fulfill lower division general education requirements of four-year institutions, authorizes a system of education and fiscal accountability and "program-based" funding, supports affirmative action and faculty development, repeals the credentialing system for faculty and staff, extends probation period for new faculty from two to four years, and identifies specific functions for the state-level Board of Governors and for local districts.

In terms of mission, the statute provides that the primary mission of the community colleges is the provision of "rigorous,

high-quality degree and certificated curricula in lower-division arts and sciences and in vocational and occupational fields." Additionally, remedial instruction, English-as-a-Second-Language, and support services are "essential and important" functions of the community college. The adult non-credit education curricula is an essential and important part of the mission as well, but only in those areas "defined as being in the state's interest." The provision of community services courses and programs is an "authorized" function but only so long as their provision is "compatible with an institution's ability to meet its obligations in its primary missions."

In 1991, a program-based funding system will be implemented to replace the old ADA approach, with the Board of Governors assigned responsibility for developing and implementing regulations and funding standards. This approach is intended to recognize actual costs among the major categories of community college operations as distinct from providing a certain number of dollars "per ADA" for all college functions, instructional and non-instructional.

This new funding mechanism is designed to provide workload measures more appropriate for institutions for higher education, to demonstrate the actual costs of community college operations, and provide a better process to communicate a district's funding needs. With the implementation of this policy, as currently conceived, non-credit ADA will be one distinction within the instructional "program" and funded according to its own rate, which is almost certain to be substantially reduced from current levels. The San Francisco Community College District, now heavily dependent upon non-credit ADA, will inevitably be affected by this change in state funding.

In sum, the social and political environment is changing for all community colleges in California, and especially for those such as San Francisco which must serve a diverse clientele whose educational needs and abilities vary to an extreme. These changes will seriously challenge the District, and will require sophisticated planning and astute responses.

On the one hand, community colleges are expected to meet the challenge of an increasingly technological society that faces fierce economic competition. Educational institutions are expected to equip citizens to succeed in a sophisticated society with its increasing demands for educational flexibility and higher-level skills. In many ways, the most fundamental traditions of California's community colleges, especially those elements of local control and their intense ambition to meet a wide range of social needs, are uniquely suited for meeting these challenges. On the other hand is the unpleasant reality that the policy and fiscal environment for these colleges no longer favors a wild array of service diversity. Their uneven effectiveness in achieving certain statewide goals brought the community colleges into a storm of difficulties in the early 1980s. "Many members of the public and legislature began to question . . . [their] attempting to be all things to all people," the Master Plan Commission observed, noting especially the erosion of the credibility of community colleges as serious institutions capable of sending well-prepared students to universities or for providing direction and discipline to those pursuing other objectives.

The post-Proposition 13 era has been a period of turmoil and uncertainty for community colleges. However, the major state trends have been remarkably consistent for the last decade. State policies during this period, culminating with the 1988 enactment of AB 1725, have all inexorably moved community colleges toward a more traditionally collegial model, with greater central direction, more limited growth, and increasingly concentrated, state-influenced priorities.

ANALYTIC PROCEDURES

The size, complexity, and diversity of the San Francisco Community College District required the design of a comprehensive series of data collection strategies and analytic methods. These strategies consisted of document review, personal interviews, written surveys of employees and students, analytic case studies, comparisons with other districts, analysis of state- and national-level data regarding community colleges, fiscal analyses, "drop-in" interview sessions, site visitations, and meetings with a wide variety of interested groups within the district. (The matrix which appears in Appendix C graphically illustrates the means by which these various strategies are linked to the contractually specified components of the study.)

Document Review

The following types of written data were acquired and analyzed in the course of this research: (1) current and previous accreditation reports and supporting documentation, (2) San Francisco Community College District self-study reports, (3) reports from the California Community College Chancellor's Office, (4) legislation and literature related to community college reform measures, (5) historical documents provided by District employees, (6) minutes from meetings of the District governing board as well as various constituency groups, and (7) statistical and financial information from state and national data bases.

Interviews

Strategic Planning Associates staff members conducted more than one hundred personal interviews averaging 60 to 90 minutes in length. Faculty leaders, classified employees, students, and administrators from both divisions of the San Francisco Community College District were included in interviews. Strategic Planning Associates staff responded to every request for an interview which was made by employees. In order to ensure comfortable and candid discussions, all those interviewed were assured confidentiality and anonymity.

Surveys

An important part of the research methodology used for the study was to conduct systematic surveys of employees, current students, and former students. These surveys were undertaken to gather the ideas and opinions of employees and students regarding the District's strengths and weaknesses and to assess their perceptions of organizational governance and decision-making. The surveys were also used to determine whether significant differences in perceptions existed between various subgroups within the organization.

All employees were provided with a printed survey questionnaire when the October 24, 1989 District paychecks were distributed. The survey was anonymous, and a postage-paid, return-address envelope was provided so that responses could be mailed directly to Strategic Planning Associates' survey return post office box in Berkeley.

An overall rate of return of 47.6 percent was achieved on the employee survey. This represents a rate of return that is higher than typical for a mailed survey of this type. Eight hundred seventy-four (874) responses were received from faculty members (48.7% of all faculty), 328 surveys from classified employees (43.2%), and 44 from management personnel (68.7%).

A random sample of both current and former students of the district was selected to receive printed surveys. One hundred seventy-nine (179) returns were received from current students (13.6%) and 99 were received from former students (14.8%). Due to address changes, two

current student surveys and 79 former student surveys were returned from the post office.

Significant results from the survey data have been incorporated throughout the body of this report. Data received from the surveys were integrated with other data sources used by the Strategic Planning Associates team in deriving recommendations regarding organizational structure.

Case Analyses

In order to assess the ability of the current organizational structure to facilitate accomplishment of District goals, five case studies were conducted of primary organizational functions.

The five case studies concentrate upon

- student assessment, advisement, and counseling,
- employee recruitment, selection, transfer, and promotion,
- processing of budget requests,
- maintenance of facilities,
- course and program approval.

A sample of individuals in the District with direct experience in each of these five areas was interviewed. Policies, procedures, and documents pertaining to each area were examined. The case studies assisted in identifying organizational strengths and weaknesses. Information collected from these case studies has been incorporated in the body of the report.

Fiscal Analysis

A summary analysis of the District's fiscal history was conducted, and a generalized study of the District's current financial status was made. Comparisons were made with state and national norms and with appropriate other California community college districts.

Meetings with Interested Groups

During the course of the study, Strategic Planning Associates staff members were regularly invited to meet with various groups within the District. Study-team members responded to every request for group meetings. This resulted in 30 different meetings with a wide variety of groups. These group meetings and discussions assisted in understanding the manner in which alternative organizational structures would affect existing programs and services.

"Drop-in" Interview Sessions

On November 6 and 7, 1989 Strategic Planning Associates staff were present all day at two locations in the District for "drop-in" visits from employees who wished to speak about the organizational study. During the course of the two days, staff members spoke with 71 individuals . These sessions represented an opportunity for the study team to become better informed about issues that affect organizational structure.

Telephone Contacts

The staff of Strategic Planning Associates responded to 38 telephone calls from various District employees who had ideas to share or questions to ask about the study.

* * *

In sum, the overall research and analytic approach employed by Strategic Planning Associates provided for numerous tactics for collecting and analyzing data, and multiple opportunities for individuals concerned about the District to speak or correspond directly with members of the study team.

ANALYTIC FINDINGS

The previously described analytic activities resulted in two broad categories of findings, those resulting from (1) the case analyses and (2) the financial analyses. Each of these is described below. These sections are then followed by a section which summarizes San Francisco Community College District "Strengths" and "Future Challenges."

Before turning to these analytic findings, however, it is useful to envision a "model" or "ideal" organization that can be employed for comparison. It is the following idealized depiction against which the San Francisco Community College District was assessed in arriving at judgments regarding organizational "strengths" and "challenges."

An Idealized Community College Organization

An "ideal" community college organization would be characterized by one or a set of socially redeeming and realistic missions, leadership capable of conveying a practical and productive overall vision regarding these missions, a governing board concentrated on policymaking and oversight, an administrative structure consistent with organizational goals, an organizational culture infused with a sense of purpose, aggressive pursuit of client interests, appropriate rewards for effective performance, reasonable risk-taking in pursuit of the organization's purposes, high levels of employee participation in significant decisions, a widespread sense of personal trust, an open and effective system of communication, efficient deployment of scarce resources, minimal bureaucratic complexity, high professional and ethical standards, compassion for clients and members, continuous appraisal of strengths and weaknesses, constant assessment of the external environment, and a capacity for adaptation and self-renewal.

It is difficult to imagine a community college, or any organization, that is perfect on all of these dimensions. However, the above characteristics, even if unlikely to exist completely in any "real world" organization, are useful as a backdrop against which to measure the San Francisco Community College District. When this highly polished, "idealized" template is imposed on the District, what are the appraisal results? That is the subject for the accompanying report sections.

CASE ANALYSES SUMMARY FINDINGS

Case Analysis One

Student Assessment, Advisement, and Counseling

Two major themes, access and articulation, guided the direction of this case study of student assessment, advisement, and counseling.

- This review finds that although a wide variety of opportunities is available to students in the District, there is insufficient coordination of services and a general fragmentation of effort. These weaknesses affect the ability of students to understand their educational options and make informed and efficient decisions.
- The extensive geographic outreach which is characteristic of the San Francisco Community College District

serves to enhance student access to programs. However, information regarding class offerings and support services at the Centers and at City College is not uniformly available at each of the District's sites. This current lack of a coordinated approach to disseminating information to both students and employees serves as a barrier to student access. The district must develop an information system that outlines all of the educational opportunities provided district-wide in a manner that is readily understandable to the public.

- Access to student support services is restricted for the evening student at City College. This is a particularly severe problem because this population of students continues to increase in size.

- At times, the current organization for the delivery of student services at Centers sites produces conflict. Student service employees perceive themselves as caught in attempting to meet the requests of both a site administrator and a division administrator.

- There is no present structural link between the credit and the non-credit divisions of the District that is designed to encourage students to move through a continuum of services across divisions. On the contrary, existing competition among Centers for student contact hours serves as a disincentive for advising students to seek opportunities elsewhere in the District.

- The current organization does not specify the relationship between counseling and instruction. The lack of an organizational link among curriculum, instruction, advisement, assessment, and counseling impairs the articulation of services.

Case Analysis Two

Employee Recruitment, Selection, Transfer, and Promotion

Personnel encompasses the recruitment, employment, assignment, retention, and promotion of faculty, administrators, and classified staff. Strategic Planning Associate's analysis of the San Francisco Community College District's personnel policies and practices found that inappropriate politics and reliance on unexamined tradition tend to eclipse sound procedures. Specifically:

- The District either does not have or does not adhere to clear, well-advertised, widely understood procedures for the employment and promotion of faculty and administrators. Many of the District's personnel policies are contained in the Board Policy Manual, much of which has not been updated in more than a decade. Other personnel and personnel-related policies are contained in collectively bargained contracts. However, policies, where they exist, often are honored more in the breach. Staff has little confidence that established procedures will be observed. Hiring is often perceived as driven by petty politics rather than prudent processes, creating a sense among many faculty and administrators that anyone who wants to obtain a position in the district, or wants to get ahead, must play inappropriate politics.

- There are currently insufficient within-District promotional opportunities for faculty, administration, and classified staff. For faculty, the promotion issue most often involves advancing from part-time to full-time status. Commonly referred to as "upgrading," this issue often reduces to the insiders-versus-outsiders argument, with individuals from outside the District securing full-time positions when qualified insiders are seeking available positions. The vagaries surrounding the possibilities for upgrading from part-

time to full-time status have left many part-time faculty members with the impression that regardless of the length or merit of their service to the District, full-time status may be beyond their reach.

- Since 1987, most new administrators have been selected from among individuals with no track record in the San Francisco Community College system. Previously, administrators tended to be selected from among individuals with histories with the district, either as faculty or in other professional positions. Administrators and faculty members report that, for a variety of reasons, it has become increasingly difficult for anyone who has been in the District for any length of time to advance in a District screening committee, thus virtually foreclosing opportunities for professional advancement within the organization.

- Classified employees, too, report that their promotional opportunities are limited. The District historically has offered little encouragement to classified employees to upgrade their skills or take promotional examinations.

- Affirmative action is an explicit institutional concern that cuts across employment and promotion of faculty and administrators. However, while the District says it desires to increase the number of faculty members and administrators who are minority group members, it maintains no measurable goals or timetables to guide its efforts.

- The District has no written outreach or recruitment policy. Advertising of open positions is handled by the District's central office. However, the District has no consistent procedures for targeted recruitment of either minorities or individuals in shortage fields.

- Reliable, consistent data are hard to come by. Personnel data are collected independently by the office of the vice chancellor for personnel, the affirmative action office, and the employee relations office. The District maintains no central personnel data bank, and personnel statistics tend to vary from one department to another.

Case Analysis Three

Budget Request Process

The budget request process in the San Francisco Community College District is the avenue for acquiring parts and equipment or establishing budget allocations for new programs in the instructional divisions. What follows summarizes observations regarding this process.

- District budgeting is heavily "top-down." Information about available resources and new resources is not readily disseminated to directors; there is no sharing of budget information among the Centers or between the College and the Centers; there is little or no cooperative planning or shared information about programs among various directors.

- Department heads are generally unsure of budget request procedures and timelines. They are unaware of the amount of money they have been allocated or how to go about planning for its use. There is no readily available general manual for budget requests, and workshops are not considered to be adequately advertised or appropriately scheduled.

- The lag time for ordering equipment parts averages six weeks. Lag time for new equipment purchase runs four to six months. These delays dilute the quality of instruction. Additionally, delays often result in the District paying more for equipment as discounts expire before the budget request process completes its course.

- The required bid process sometimes results in equipment that is of different

specifications from that which was ordered. The alternate equipment is sometimes less durable or may be incompatible with existing apparatus.

Case Analysis Four

Maintenance of Facilities

The Department of Facilities and Planning incorporates maintenance, custodial, repair, and planning functions related to District facilities, and also includes the campus police force.

- This review of the structure and operation of this department indicates that it operates as effectively as it does because its leadership frequently ignores the formal District structure and negotiates its way to an informal centralization of its functions.

- Repeated restructuring of the department by the District has resulted in inconsistencies, inequities, and unfulfilled expectations for administrative personnel.

- There is no systematic linkage between instructional planning and facilities planning. The lack of a long-range academic plan leaves facilities planning in a vacuum, with no direction regarding future academic needs or expectations.

- The judgment of professionals in crafts and maintenance is sometimes inappropriately overridden by site administrators who may not understand the technical implications of these decisions. There is some evidence that cosmetic, visible projects are periodically given priority by some site administrators while more necessary upkeep of fundamental District infrastructure is deferred.

- Lay supervision of professionals is a particularly controversial issue in the campus police force. Police discipline requires strong, clear lines of command and uniform policy enforcement. Those lines are obscured currently by divisional and site authority which supersede central professional control.

- Due to the vagaries of state funding mechanisms, nine major construction projects await allotment of state monies. Most of the projects have qualified for funding and money has been requested yearly from the state for more than a decade.

- The combined effect of these coordination problems, coupled with failure of all divisions to budget for major renewal projects, could lead to unnecessary deterioration of the district's physical facilities.

Case Analysis Five

Course and Program Approval

There are three processes that are central to curricular decision-making.and that were examined in this review: (1) course and program approval, (2) program review, and (3) credit and non-credit determination.

- The course approval processes at both City College and the Centers have undergone recent changes that have materially enhanced their operation and functioning. As it exists within individual divisions, this process is a strong example of collegial governance as it is intended to work and should serve as a model for other such activities.

- The program review process is insufficiently connected to program planning and the budgetary processes.

- Currently, decisions regarding the determination of credit and non-credit offerings are made by an individual division in isolation from consideration of

the influence of those decisions on the other division.

- Course offerings are insufficiently standardized across the District. That is, instructional activities with the same title or number are not necessarily the same course.

FINANCIAL ANALYSES SUMMARY

The following section examines the District's financing for current operations (excluding capital outlay), considering the District from a national perspective and then within the state's fiscal and policy context of the past decade. A subsequent section examines the District's particular fiscal characteristics from the perspectives of history, fiscal stability, and comparisons with other California community colleges.

The District from a National Perspective

The San Francisco Community College District is among the ten largest community college operations in the nation, and is fourth largest in California in terms of student enrollment. The community served by this District is similar to many large, urban areas with an increasingly heterogeneous population which includes a growing gap among socio-economic groups in terms of income and educational levels and an influx of recent immigrants. Nevertheless, despite its similarity to other urban colleges, the San Francisco Community College District is unique in at least two crucial respects.

As indicated previously in the "Evolving Context" section of this report, San Francisco's "participation rate" (the number of students enrolled compared to the entire population) is extremely high, almost twice the median among California's districts and two-and-a-half times the nation's median. Moreover, non-credit represents a higher proportion of San Francisco's total curriculum than is the case in any other district in California or is common around the nation.

These two characteristics have profound implications for financial resources within the District. The high participation rate suggests a much greater diversity of student body than would be the case elsewhere with resulting need for a wider range of courses and more individual attention in student services. The abundance of non-credit enrollments, generally considered to "cost" less than credit instruction, are funded at a lower rate, meaning that resources associated with "the average student" are less than in most other districts. Even if one assumes that the actual cost of non-credit instruction is covered by the state's reimbursement rate, the resources generated for non-instructional facets are minimal if, indeed, they exist at all.

The San Francisco Community College District from a California Perspective

During the past fifteen years, California community colleges have endured a "roller coaster ride" in terms of financing policies. The following section describes those components of this historic "ride" which are especially relevant to the San Francisco Community College District.

Prior to Proposition 13, community colleges were supported through a statutory formula that matched state funds with local property tax revenues. Within California's 70 community college districts, each board of trustees was authorized to levy a general purpose tax and several "permissive" taxes within district geographic boundaries.

Because wealth and therefore the ability to generate property taxes varied widely among the districts, local revenues were unequal. This eventually led the state to provide apportionments designed to narrow the income differentials per student among the districts by distributing more dollars to "poor" than to "wealthy" districts, assuming that each district was

raising its fair share of property tax revenues.

Before Proposition 13, the San Francisco Community College District was among the five lowest districts in the state in terms of average dollars per ADA from both property taxes and the state funds. This condition resulted partly because prior governing boards had chosen a lower rate than the maximum authorized, and partly because the large amount of non-credit ADA required fewer resources than would have been needed for the same amount of credit ADA.

Proposition 13 changed the nature of community college funding. It limited ad valorem taxes on real property to one percent of its full cash value and made the legislature responsible for distributing these revenues. In effect, the "local" property tax, which had fostered different approaches to education among the districts, had been transformed into a state tax with the locus of authority in Sacramento.

Proposition 13 thus created a hybrid for the community colleges: a state-determined finance system that is locally governed. Basically, the state determines virtually all of the general revenues for the community college districts based on the single measure of ADA (San Francisco's current proportion of total revenues provided by the state-determined formula is 88.4%, among the state's highest), while enormous latitude is left to the districts to establish curriculum and courses.

This tension between state finance and local determination triggered a steady stream of changes to the system of community college finance during the decade after Proposition 13:

- In 1979, Assembly Bill 8 returned the districts to an ADA-based formula. It contained a strong equalization formula that provided more revenues to "low revenue districts" such as San Francisco and most importantly, made no distinction in the funding levels for credit and non-credit ADA in the community colleges. Thus, a full range of non-credit courses was permitted in the two-year colleges. Funding both categories of ADA at the same rate was an enormous incentive to increase non-credit enrollments since reimbursement was much more than expenditure. These arrangements benefitted the San Francisco Community College District financially. Under these circumstances, the Centers Division was generating revenue for the entire District in excess of the Centers actual costs.

- In 1981, new legislation continued most features of AB 8, except that the reimbursement rate for non-credit was reduced substantially (to $1,100 per ADA), while, at the same time, the rate for credit ADA was increased to compensate for the difference. Further, the state committed itself to fund only the following non-credit categories: English-as-a-Second-Language, citizenship classes, elementary and secondary basic skills, vocational programs, classes for "older adults," health and safety classes, parenting, classes for handicapped students, and home economics.

  State apportionments for enrollment increases were "capped" by California's adult population growth, but each district's allotment was based on individual projections. Changes during this period served to emphasize that community college finance would be directed from the state capitol, and that non-credit in the community colleges would have to conform to its less-favored status in the K–12 adult schools.

- The 1982 Budget Bill reduced community college apportionments by $30 million and required the state-level Board of Governors to specify which courses would not be eligible for state aid in 1982–83. The state Board eliminated funding for 5,600 courses statewide, including approximately 350 in San Francisco.

- In 1983, Senate Bill 851 wrought additional changes that will endure until 1991. This legislation based cost-of-living adjustments (COLAs) on increases in a national measure of Government Goods and Services Purchases. Enrollment growth still generates extra funds immediately, up to each district's "enrollment funding cap."

The legislation continued the prior policy of providing state funds for specified non-credit courses. These changes have meant only that San Francisco is provided an apportionment amount above the statewide average for its credit ADA, and at the statewide fixed amount for its non-credit ($1,437 per ADA in 1988–89), which results in some curious fiscal characteristics:

1987–88	SFCCD	Statewide Rank	Statewide Average
Apportionment Revenue per Unit of Credit ADA	$2,982	17th	$2,771
Total Apportionment Revenue Per Unit of Funded ADA (credit & non-credit)	$2,229	68th	$2,695
Total Current Operations Expenditures (excluding capital outlay) Per Unit of ADA	$2,532	69th	$3,050

Overall, financing changes since Proposition 13 have not altered the "low revenue" profile of the San Francisco Community College District, despite the fact that its credit reimbursement is now substantially above the statewide average. Further, to the extent that a higher proportion of the District's total ADA is now offered as non-credit, its overall resource base per student has been eroded since Proposition 13 (see Appendix A for a ten-year history of enrollments).

- Effective in 1991, AB 1725 establishes a "program-based funding system" to replace the ADA approach, with the Board of Governors assigned responsibility for developing and implementing regulations and funding standards. This approach is intended to recognize the actual cost among the major categories of community college operations (as distinct from providing dollars per ADA for all college functions, instructional and non-instructional). The initial categories established are: instruction, instructional services and libraries, student services, maintenance and operations, and institutional support (administration).

Non-credit ADA will be one distinction within the instructional "program" and will be funded according to an amount per non-credit full-time equivalent student (FTES). As is true for credit ADA, the non-credit apportionment amount will be equal to the comparable amount for 1990–91, reduced by estimated statewide averages for maintenance and operations and institutional support (administration) that will be provided in other categories. These deductions will likely represent roughly 30 percent of the total value of non-credit apportionments in 1990.

The "roller coaster" history of community college finance during the 1980s and the

coming change to program-based funding strongly suggest that the San Francisco Community College District should have a budget development and administration process that anticipates and effectively adjusts to changing state policies. This is especially the case with the most consequence for the District's overall resource base: apportionments for enrollment increases and decreases, equalization mechanisms, and the reimbursement split between credit and non-credit enrollments.

The San Francisco Community College District from a Local Perspective

The most significant conclusions about the financing of the District may be divided into three categories: historical, fiscal, and comparative. Each is described below. The full presentation of data appears in Appendix A, entitled "Historical Information on Apportionments, Revenues, and Expenditures, 1980/81 to 1988/89," and in Appendix B, entitled "San Francisco Community College District Compared to Statewide Averages and to Other Districts According to Various Fiscal Measures, 1987/88."

Historical Observations

1. *Resources provided by the state to the San Francisco Community College District for current operations kept pace, though just barely, with changes in inflation and enrollment during the 1980s.* In terms of general apportionment revenues for all of its ADA (credit and non-credit), the District received $1,610 per ADA in 1981–82. When 1988–89 general apportionment revenues per ADA (credit and non-credit together) are deflated by the increase in the Higher Education Price Index since 1982, the District received $1,637 per ADA in 1988–89.

2. *The District increased its total revenues faster than the state's general apportionments.* Total revenues from all sources have increased by 41.2 percent between 1981–82 and 1988–89, while General Fund apportionments have increased by 34.3 percent during those years. Lottery revenues, which did not exist in the early 1980s, account for a significant portion of the total revenue increase.

3. *The District generally complied with the "50% law," which requires that compensation paid to instructors exceeds half of each district's current expense of education.* The San Francisco Community College District has complied with the "50% law" during each year in this decade, ranging from a low of 50.35 percent to a high of 55.34 percent. Other districts were not always able to meet the 50 percent threshold.

Fiscal Observations

1. *The District is currently in apparent good financial health.* California statute requires the State Chancellor's Office to monitor all local districts to establish their viability as "on-going concerns." The State Chancellor's staff indicates that the San Francisco Community College District is viable on the various measures in their index.

The San Francisco Community College District carried forward a positive balance of $5.2 million into the current (1989–90) year, or roughly 6 percent of its expenditures (see Appendix A, Table II). Although the state average is somewhat higher than this (roughly 9 percent including capital outlay set-asides), the lower amount for a large district is certainly prudent.

In addition, the District has filed the following information concerning its 1989–90 projected budget:

Projected Revenues, all sources	$89,594,379
Total Projected Expenditure	$91,833,266
Deficiency of Expenditures over Revenues	($2,238,887)
Prior Year Carry Forward from Ending Balance, 6/30/89	$5,210,453
Other Projected Income, Transfer, and Commitments	($1,899,406)
Projected Ending Balance, 6/30/90 (Revenues + Carry Forward Less Expenditures)	$ 1,072,160

Even though the District's projected balance is much less for the 1989–90 year, it is drawn down by some discretionary expenditures, largely for capital outlay, which does not represent a "structural" problem of on-going current year deficits.

2. *Although the District appears to have managed its balances and commitments prudently during the past decade, its current-year situation and the uncertainties of the future suggest that even more cautious planning is in order.* Table II in Appendix A indicates that the District periodically engages in "deficit spending," ranging from a $1.1 million discrepancy of current-year expenditures and revenues in 1986–87, up to a $10.2 million difference in 1982–83. As Lines 5 and 6 in that table depict, however, the deficit years are usually preceded by a large "prior year carry-forward" amount, which serves to fund the deficit. The largest shortfalls occurred during the early years of this decade when serious fiscal stringency faced both the state and the District. Recently, policy decisions involving compensation and high priority projects deferred from earlier years have been the major reasons for deficits. It is likely that these policy decisions will continue to affect the District's ending balance. In addition, cautious planning is especially necessary because of the uncertainties involved with the transition to AB 1725-mandated program-based budgeting.

Comparative Observations

1. *San Francisco was compared with the following districts offering a high proportion of non-credit instruction: San Diego, Rancho Santiago, North Orange, and Santa Barbara.* San Francisco falls <u>below</u> these districts in terms of (a) total available apportionment revenue per unit of all ADA, (b) total current operations expenditures (excluding capital outlay) per unit of ADA, (c) total expenditures for administration and support activities per unit of ADA, and (d) total expenditures for student services (other than for counseling and guidance) per unit of ADA. San Francisco falls <u>above</u> these districts in terms of base revenue per unit of credit ADA. San Francisco falls in the <u>mid-range</u> districts in terms of (a) current expense of education per unit of ADA, and (b) expenditures for counseling and guidance per unit of ADA.

2. *San Francisco was compared with Los Angeles, Los Rios, San Jose, and Peralta, other <u>urban districts</u> which do <u>not</u> offer large amounts of non-credit instruction.* San Francisco falls <u>far below</u> all four districts in terms of (a) total available apportionment revenue per unit of all ADA, (b) total current operations expenditures (excluding

capital outlay) per unit of ADA, (c) total expenditures for administration and support activities per unit of ADA, and (d) current expense of education per unit of ADA. San Francisco falls within the mid-range in terms of (a) base revenue per unit of credit ADA, and (b) total expenditures for student services (other than for counseling and guidance) per unit of ADA.

3. *In terms of faculty compensation, the San Francisco District compares generally as follows:*

Minimum and Maximum Salaries, by Academic Degree
1988–89
(Statewide Rank in Parentheses)

	Minimum	Maximum without Ph.D.	Maximum with Ph.D.
San Francisco (both CCSF & Centers)	$25,481 (24)	$41,945 (57)	$41,945 (62)
State Average	$25,139	$44,764	$46,015

Source: Office of Institutional Research and Planning, San Joaquin Delta College, September 18, 1989. Data based on Staff Data File from the Chancellor's Office.

Instructional Certificated Salaries
Per Unit of ADA, 1987/88
(Statewide Rank in Parentheses)

San Francisco	$1,027 (58)	San Diego	$ 993 (64)
Rancho Santiago	$ 931 (69)	North Orange	$1,091 (42)
Mount San Antonio	$1,073 (47)	Los Angeles	$1,400 (5)
San Jose	$1,118 (30)	San Mateo	$1,162 (22)
Peralta	$1,106 (35)		

Statewide Average: $1,209

Source: Chancellor's Office, Fiscal Data Abstract, 1987/88.

Mean Salaries, 1988/89

City College of San Francisco	$42,216
San Francisco Centers	$36,869
Statewide Average	$42,035
National Average for Public Two-Year Colleges	$33,500

Source: California Postsecondary Education Commission, "Supplemental Report on Academic Salaries, 1988/89," July, 1989, p. 4. Data based on the Chancellor's Office "Staff Data File." The Chronicle of Higher Education Almanac, September 6, 1989, p. 20.

From the comparative data, it is evident that the San Francisco Community College District has been locked into a relatively low base of resources for many years, in part because of its taxing policies during the 1970s, in part because of declining teaching loads at City College since 1982, and in part because of the District's enormous non-credit component which has been offered because of its flexibility and educational responsiveness to non-traditional needs. Nevertheless, the state's policies have placed the District at considerable fiscal disadvantage because the reimbursement rate for non-credit enrollment does not provide sufficient resources for the non-instructional responsibilities associated with any kind of serious educational enterprise. Generating sufficient resources from non-credit to cover the direct costs of instruction and contribute to important non-instructional services represents a major challenge to San Francisco.

The San Francisco Community College District ranks below the statewide average in virtually every fiscal measure of comparison, and ranks in the lowest ten districts for the important measures that deal with overall income and expenditures per ADA. Although the District has generally accommodated its program to these facts over the years, the rankings have serious implications for expensive policy items such as salary increases, capital outlay, or major new initiatives which are not supported by additional ADA.

This conclusion is not intended to suggest that the non-credit program in San Francisco should be eliminated or stringently scaled back. Rather, the District's thin resource base requires sophisticated planning and careful analysis of costs, state apportionments, and long-range prospects for programs throughout the District, whether they be offered for credit or non-credit, and whether the expenditures occur in instruction, student services, administration, or plant maintenance. The need for such planning and analysis at the District level is made more compelling by the imminent introduction of program-based funding.

EXISTING SAN FRANCISCO COMMUNITY COLLEGE DISTRICT STRENGTHS

Any future organizational reforms or structural realignments should, at a minimum, do no harm to and, if possible, should enhance the following favorable organizational conditions.

• *Commitment to Serving a Diverse Citizenry*

It is difficult to encounter any San Francisco Community College District employee who is not aware of and able to describe the District's intense commitment to serving the full spectrum of individuals and groups that comprise the richly textured diversity of San Francisco.

Almost three-quarters (73%) of students attending the District are members of an ethnic or racial minority group. This rich diversity of the student body is generally considered to be one of the District's greatest assets. Three-quarters of the District's classified staff, more than four out of five faculty members, and more than 95 percent of District managers view the diversity of San Francisco Community College District students as a strength. Faculty respondents view themselves as being sensitive to the diversity of the District's students. Managers generally agree with faculty perceptions on this dimension, except that managers believe the Centers faculty to be substantially more "sensitive" than their counterparts at City College.

• *Broad Spectrum of Institutional Goals*

District documents, governing board members, administrators, and employees provide a consistent pattern of responses regarding the importance of academic and vocational preparation, assisting immigrants and low-income individuals in acquiring citizenship and achieving a better life, and serving the instructional interests of a diverse community.

• *Faculty Commitment to Instruction*

In numerous interviews and meetings with various groups, employees and students frequently emphasized the quality of instruction as a particular strength of the District's programs.

A large proportion (83%) of faculty members view "quality of instruction" as a District strength. More than 93 percent of managerial respondents concur.

It is comforting to note that these apparently are not simply self-serving views. Student survey responses reveal substantial client satisfaction with instruction. Seventy percent of former students and 75 percent of currently enrolled student respondents list quality of teaching as a District strength. When queried as to whether or not they would attend the San Francisco Community College District if they had it to do all over again, 86 percent of current students and 81 percent of former students responded positively.

• *Extensive Client Access to District Services*

The San Francisco Community College District operates instructional programs in virtually every part of the city. In addition to the City College campus, instruction is offered at seven major Centers and at over one hundred satellite locations throughout the city.

• *Broad Array of Curricular Offerings*

The District offers numerous subject areas and classes covering a spectrum of aca-

demic, vocational, and community service offerings. During the spring of 1989, City College offered 2,912 sections of 1,072 courses covering 83 subject areas. The Community College Centers offered 1,847 different types of class hours in 88 subject areas. This richness of opportunity is a particular strength of the District.

• *Widespread Participation in Programs*

The attractiveness of the San Francisco Community College District to its prospective clients can be measured in several ways. First, enrollments are high and have remained so for a decade. At the end of the Spring term of 1989, attendance at City College was 22,915. The total attendance hours in the Centers Division during the spring of 1989 was 1,621,070.50. Perhaps more powerful as an indicator, however, is the so-called "participation rate." Throughout the United States, community colleges tend to enroll one student per every 17 District residents. In California, the comparable figure is one student per 13 residents. In San Francisco, however, the District enrolls one student per every 7 residents. This is a truly remarkably level of community college market penetration.

• *A Record of Overall Fiscal Responsibility*

The 1970s and 1980s have been a period of remarkable fiscal uncertainty for California's public institutions. Voter initiatives and statutes, such as Proposition 13 and the Gann Amendment, curtailed local and state revenue-generating ability. A late 1970s period of rampant inflation made it impossible for public sector revenues to match soaring costs. This was followed by an unusually severe early 1980s recession which restricted taxes. Many educational institutions have had to restrict services during these times. Some have run deficits, a few have had to obtain emergency loan assistance from the state, one even filed for bankruptcy.

Despite this uncertain setting, San Francisco Community College District has consistently remained within its available resources, continued a prudent level of financial reserves, and occasionally showed a substantial positive end-of-year balance. These conditions were maintained while consistently complying with state mandates to spend at least 50 percent of its resources for instruction.

• *Flexibility in Adapting Programs to Changing Conditions*

The District's multi-site, highly decentralized delivery system makes it possible for the District to respond quickly to the rapidly changing needs of this complex and diverse community. The Centers' close working relationships with their multiple advisory committees, the rapidity and ease of creating new courses to meet needs as they arise, and the multiple modes of instruction (e.g., open entry–open exit) all contribute to the District's commendable record in adapting to change.

• *Dedicated Support Staff*

Interviews and survey results reflect that classified staff effectively fulfill their responsibilities as support staff. This enables District programs to function more smoothly. More than two-thirds of managers listed "quality of classified staff" as a District strength.

FUTURE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT CHALLENGES

Interviews, observations, previously conducted appraisals, case studies, and survey results have been analyzed. These sources of information suggest that the following organizational conditions currently erode the District's effectiveness and, unless strengthened, increasingly will impede its ability to fulfill functions completely in the future.

These challenging conditions are tightly interconnected, and it will be difficult to disentangle them a piece at a time and reform the system incrementally. Bold initiatives will likely be needed.

- *Culture*

A productive and pervasive "culture" or spirit characterizes successful organizations. This condition is currently lacking in the San Francisco Community College District. There is too little in the overall "climate" that energizes and too much that enervates those connected with the organization. Many employees are committed to their clients, subject matter, and immediate colleagues. However, loyalty to the overall institution is low.

This sense of an enervating organizational climate determined through interviews and observations also is reflected in the survey responses of employees. Almost 75 percent of faculty members accorded the San Francisco Community College District an overall grade of "C" or lower. More than a third (37%) gave it a "D" or an "F."

Classified employees responded in the same vein. More than two-thirds (70%) accorded the District a grade of "C" or lower. Twenty-five percent gave it a "D" or an "F." Almost half (46%) of managers, the group which one would predict to be the most positive and enthusiastic, gave the District a "C" or lower, with 18 percent giving it a "D" or an "F."

When asked to select a word that best characterizes the cultural and organizational environment of the San Francisco Community College District, a discouragingly small proportion (less than 5%) of respondents describe the District as "purposeful" or "effective."

The challenge is to create the sense of a vital and unified agency actively propelled by the pursuit of common purposes.

- *Trust*

There exists an unproductive aura of internal distrust and a lack of confidence among employees that institutional decisions will be professionally sound, personally fair, and made in the District's long-run best interests.

Only 18 percent of classified and managerial respondents, and far fewer (only 7%) of faculty, expressed confidence that, when faced with a problem, the San Francisco Community College District will make a "good" decision. Only 10 percent of faculty, 13 percent of classified, and 18 percent of management respondents believe that hiring and promotion are based on an individual's competence.

During the course of interviews, phone conversations, meetings, and casual contacts with employees, Strategic Planning Associates team members observed a general perception that one should not trust in "the system" to solve problems. Rather, the common wisdom seemed to be that one should bypass formal procedures and find ways to solve problems by either seeking personal favors or organizing interested groups of employees and clients to press for resolution of a particular issue.

The challenge is to create and sustain an organizational culture and sound set of decision-making procedures that restore confidence.

- *Vision*

The existing organizational structure impedes creation of a common vision. The long-standing existence of two major operating divisions, each with different histories, different purposes, and different executive officers under separate contract to the governing board, has made it difficult to formulate a common sense of purpose across the entire organization.

District employees view the institution as badly in need of leadership. More than two-thirds each of classified staff and management, and over three-quarters of faculty respondents perceive "leadership" as a District weakness.

The challenge is to develop organizational structures that facilitate leadership responsibility for the entire District.

- *Cohesion*

The San Francisco Community College District as a "system" is overly fragmented. Existing organizational structures and administrative procedures promote unnecessary conflict and dilute the institution's ability to pursue its purposes effectively.

A fifth of classified, a fourth of faculty, and a third of managerial survey respondents selected the term "splintered" to describe the organizational culture of the San Francisco Community College District.

The challenge is to create organizational arrangements that facilitate consensus about and integration of District activities.

- *Professionalism*

Existing organizational arrangements and inconsistent administrative practices retard development of a full sense of professionalism and collegial responsibility among faculty and staff. Faculty report there is little shared governance and they have insufficient professional decision-making authority.

Faculty respondents report low levels of participation in a variety of professional activities. The high points are "determining course and program offerings (37% participation) and "evaluating faculty performance" (25% participation). The low points are "selecting new administrators" (2%), "setting promotion and retention policies for faculty" (4%), "determining the use of department and program budgets" (12%), "determining the content and format of inservice training programs" (15%), and "selecting new faculty" (20%).

Finally, almost 50 percent of faculty respondents and a staggering 75 percent of managers perceived "collegiality," or the lack of it, as a weakness in the San Francisco Community College District.

The challenge is to cooperate in the creation of an appropriate set of procedures that more fully involves employees in District decisions.

- *Planning*

"Doing the Right Things" is as important for an organization as "Doing Things Right." An organization's capacity for assessing and adapting to change, continually determining the "right things to do," depends crucially upon long-range planning and a strategic-thinking outlook. Insufficient attention to these conditions currently jeopardizes the District's ability to adjust successfully to intensifying rates of change in the outside world.

Long-range planning capability is viewed by almost 80 percent of managerial, 73 percent of faculty, and 64 percent of classified respondents as a District weakness.

The challenge is to develop organizational arrangements that incorporate a long-range

planning and strategic-thinking capacity that supports instructional goals.

- *Communication*

Successful operation of a large and multi-purpose organization depends crucially upon a sustained flow of accurate and timely information up and down an administrative hierarchy. However, the District's existing twin- or triple-track administrative structure contributes to overly bureaucratized and convoluted internal communication. Effectiveness and morale suffer as a consequence.

Seventy-two percent of both faculty and classified staff, and 75 percent of managerial respondents viewed "communication" as a weakness in the San Francisco Community College District. More than 16 percent of faculty and classified respondents described the District as "bureaucratic."

The challenge is to create organizational arrangements that enhance a straightforward and professional communication flow.

- *Efficiency*

The current organizational structure tolerates unnecessary duplication of effort, engenders an inefficient deployment of scarce resources, and contributes to a low regard for effective management.

In the current structure, multiple information and decision-making systems exist at two or three different levels at multiple locations in areas such as personnel, curriculum, purchasing, payroll, and maintenance. This type of structure increases the time it takes to render decisions that affect daily operations.

The challenge is to develop an educationally sound organization that simultaneously enhances efficient use of scarce resources.

- *Evaluation*

Successful organizations depend crucially upon accurate feedback from clients and a continual flow of information regarding program and employee performance. In 1982, the District developed a thoughtful and comprehensive evaluation plan. However, it was never implemented. The District's current haphazard data collection procedures and the sporadic program and personnel evaluation efforts result in weak accountability to policymakers and impede effective management.

The District does not maintain a system-wide master calendar for collecting data, has a fragmented management information system, has no encompassing program planning, evaluation and review, does not provide governing board members with systematic reports regarding institutional performance, and does not engage in systematic strategic planning.

The challenge is to incorporate evaluation and feedback procedures into the fundamental fabric of the organization's structure.

- *Renewal*

Encouraging employees to update old knowledge, acquire new skills, or learn more about the organization itself enhances "human capital" and, eventually, enables an organization to perform more effectively. Currently the San Francisco Community College District pays little systematic attention to human resource development for its own employees. This condition presently interferes with effectiveness and could prove to be a considerable impediment to organizational self-renewal in the future.

The challenge is to incorporate staff development and appropriate improvement incentives into the overall organizational structure.

ORGANIZATIONAL ALTERNATIVES

What alternative organizational arrangements and administrative structures might best

(1) preserve and enhance existing District strengths,

(2) strengthen currently weak District conditions,

(3) facilitate implementation of new state mandates, and

(4) position the District to meet the future?

Describing a set of practical alternative arrangements that would meet the above-listed goals is the focus of this report section.

Each of the organizational models described in this section has advantages and disadvantages. Subsequent sections of this report weigh these factors and arrive at a set of overall recommendations.

From conversations with a wide variety of San Francisco Community College District constituents, Strategic Planning Associates generated a comprehensive list of nine organizational alternatives. These reform possibilities were applied theoretically to the San Francisco Community College District, and the consequences of adopting each of them separately were deduced. These nine alternatives were also discussed with literally hundreds of individual District employees and decision-makers. (These are capsulated in the accompanying box.)

However, in the interest of parsimony, only four alternative organizational models are explained in detail here. These organizational reform possibilities are labeled "A Status Quo Model," "A Parallel Structures Model," "A Multi-College Model," and "An Integrated Systems Model."

A subsequent report section entitled "Recommended Reforms: Structural Details" provides an elaborate explanation of the preferred organizational model. The purpose in this section, however, is different. Here the four alternative models are presented in a broad-brush, generic form intended to facilitate the reader's grasp of the fundamental components and distinguishing features of each alternative possibility. Also, this format should enable the reader to comprehend the crucial assumptions that undergird each specific model. It should be understood, however, that within each of these overarching "models" the mixing and matching of many detailed and subordinate administrative components is possible. The subsequent discussion of the preferred model contains a description of such components.

Generating A Range of Possible Alternative Models

The full range of nine originally generated alternatives is as follows:

- *Status Quo*

Keep the current organizational structure as is. Make no changes in the centralization or decentralization of existing functions.

- *Status Quo-Streamlined*

Keep the existing organizational structure with selected changes in functions to be centralized and decentralized.

- *Status Quo-Expanded*

Keep the existing administrative structure but expand the offerings of credit and non-credit courses at a variety of District sites. Either the two existing divisions could offer both credit and non-credit courses, or credit activities could be the exclusive domain of one division and non-credit the exclusive domain of the other.

- *Integrated Services-Single Credit Site*

Consolidate all activities into a single organization offering credit courses at one major site and non-credit courses at multiple locations.

- *Integrated Services-Multiple Sites*

Consolidate all activities into a single organization offering both credit and non-credit courses at multiple locations.

- *Parallel Structures*

Offer credit activities at City College of San Francisco and return all non-credit activities to the San Francisco Unified School District.

- *Parallel Structures-Unitary Governance*

Create two new and operationally independent organizations, one for credit activities, one for non-credit. Each would report separately to the same governing board.

- *Parallel Structures-Multiple Governance*

Create two new and operationally independent organizations, one for credit activities, one for non-credit. Each would report separately to its own sovereign governing board.

- *Multi-College District-Unitary Governance*

Create two or more comprehensive community colleges, each with a full range of facilities and generally offering a full line of credit and non-credit activities, reporting to a common governing board.

Alternative One: A Streamlined Status Quo Model

The existing San Francisco Community College District organizational arrangement, composed of two primary operating units—City College of San Francisco and the Centers Division—coordinated by a central District Administration, has operated for almost two decades. It was carefully conceived at the time of the District's formation and continues to have supporters presently (see accompanying Organizational Diagram 1).

Advocates of the status quo make two major arguments in support of their position. On one hand they contend that the District's principal problems consist of personnel weaknesses that will not be altered measurably by the relatively abstract activity of moving oblong boxes on organizational charts.

In addition, those opposed to dramatic structural change contend that the division of credit and non-credit instruction fulfills the District's mission. In that City College of San Francisco can be held responsible for the former and the Centers Division for the latter, then why not leave matters as they are. They would contend, further, that because the two operating units exist within the framework of an overall "District" with a governing board, then, clearly, a coordinating body is appropriate and that exists already in the District Central Administration.

Proponents of the status quo contend that the existing structure is consistent with the District's purposes and nothing better will likely emerge in the near future. Presumably, their advice would be to stay with the organizational arrangement as it now exists and move expeditiously to identify the personnel who can make it function even more effectively.

However, even many ardent supporters of the status quo concede that administrative inefficiencies now exist and new problems that need attention have been posed by the external environment. In order to correct these situations and render the existing fundamental arrangements more effective, a modest amount of change is in order. These alterations could consist of actions such as those described below.

Streamlining the Status Quo

As appropriate as the existing general organizational structure may be, even its most passionate supporters acknowledge that, over time, it has acquired idiosyncratic and redundant features. Consequently, at least a modest degree of reform—"pruning"—may be in order. These streamlining changes involve both the Central Administration, City College, and the Centers Division.

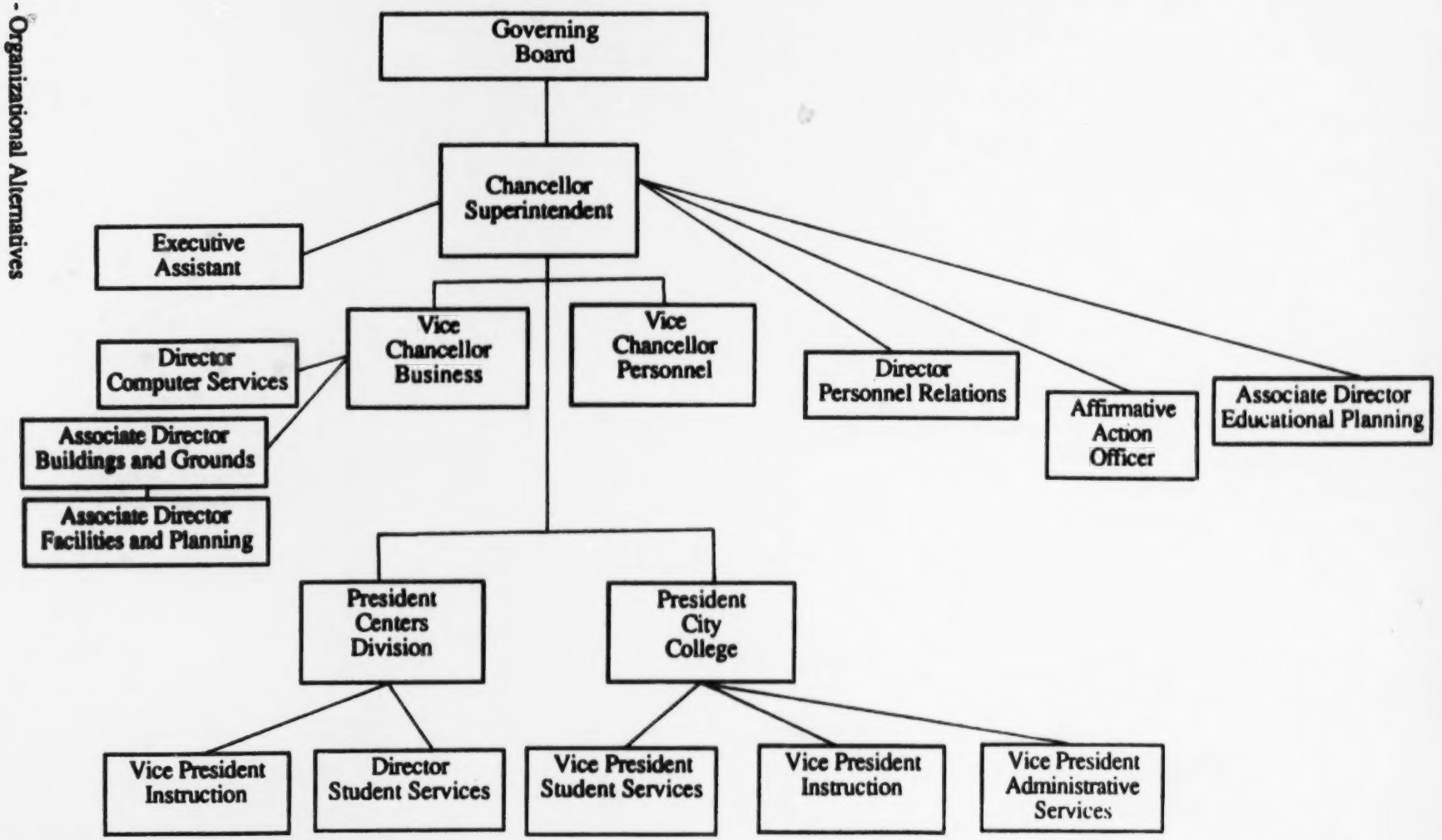
Consolidation of Functions. One modest alteration to the status quo would be to consolidate several parallel functions now performed in three places. Specifically, personnel, finance, and payroll could be consolidated centrally; the parallel counterparts at City College and the Centers Division could be collapsed into one central office for each of these endeavors.

Consolidation of Positions. If the San Francisco Community College District were to rely more heavily upon faculty professionalism, shared decision making, and collegiality, then several of the existing administrative layers could be consolidated. The functions of these offices would be assumed by faculty bodies such as a Personnel Committee, a Curriculum Committee, and a Budget Committee.

Consolidation of Locations. Broad geographic outreach, particularly of Centers programs, is one of the San Francisco Community College District's strengths. The availability of instructional programs in virtually every corner of the city markedly enhances client access. However, it is possible that this feature has been over-extended. This organizational study did not include an intense financial analysis of Centers sites. However, interview and survey respondents frequently suggested that several Centers locations

Organizational Diagram 1

STATUS QUO MODEL



were underutilized or could effectively be consolidated with others without decreasing the District's overall accessibility to clients. Not all courses have to be offered everywhere. San Francisco is a relatively compact city geographically, with a reasonably good public transportation system. Consequently, even if the existing overall administrative structure is to be retained, a systematic examination of site utilization should be undertaken with an eye toward consolidation and possible cost savings.

Alternative Two: A Parallel Structures Model

This proposed alternative is consistent with the current District structure, or logically could be construed as even evolving from it. However, regardless of specific modular variations, the parallel structure model also departs in significant ways from the status quo. (See accompanying Organizational Diagram 2.)

This proposal is similar to what now exists in positing the formation of two parallel units, each of comparable status. One would be oriented toward the provision of credit courses, either for academic transfer or occupational certification. In effect, this unit would be similar to the existing City College of San Francisco, though it might well have satellite sites for the delivery of some courses (particularly those connected with occupational preparation).

A second parallel unit would be responsible for the provision of non-credit courses, many of which would be in response to community service requests. This would be similar to the current Centers Division and would continue to depend upon a wide range of sites and satellite locations in order to deliver services to clients.

The parallel model departs drastically from the status quo on the dimension of District-wide central administration and governance. In the parallel model, each of the two operating components is seen to be equal in status but independent of the other, possibly under the authority of a separate governing body.

Under one parallel structures scenario, the credit-granting agency would have its own board of governors. The non-credit service agency would also have a separate governing board, either by being subsumed once again by the San Francisco Unified School District or by formation of a new and special government authority.

Under either of the above-described governance scenarios, there would be no need for a central administration. Each of the separate but parallel agencies would have its own chief executive officer and whatever subordinate administrative structure was appropriate.

One parallel structures variation does envision a single governing board, with a small secretariat to serve its meeting needs. However, each of two separate administrations would report to this proposed board, and no massive central administrative officialdom is envisioned.

Proponents of the parallel model contend that such separate, but equal in status, operations are necessary in order to preserve what is unique to each. They contend further that the parallel model simply acknowledges today's reality, and by eliminating an overarching central administration, does so with greater economic efficiency. Each institution would be free to pursue its purposes without being encumbered by the administrative weight and financial complexity of the other. As a consequence, all parties would be better served.

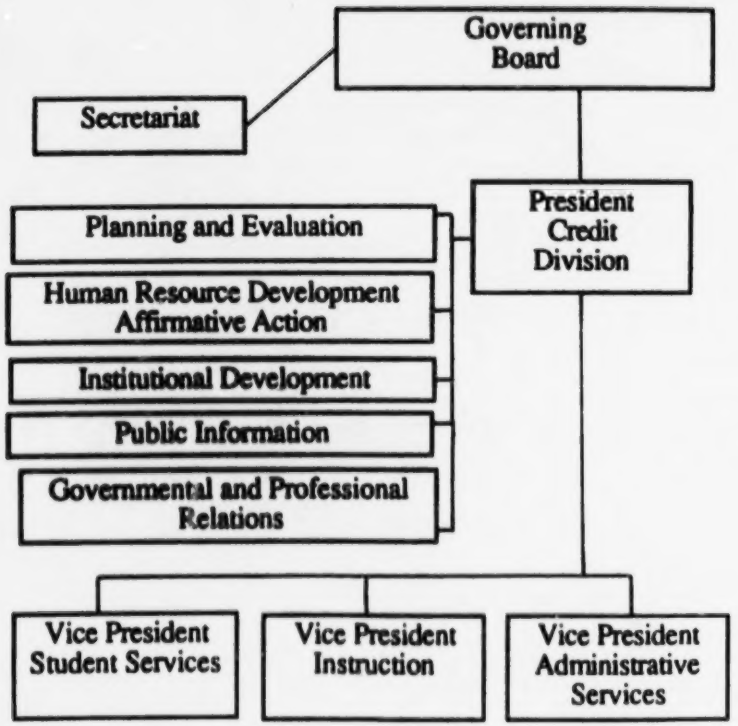
Alternative Three: A Multi-College Model

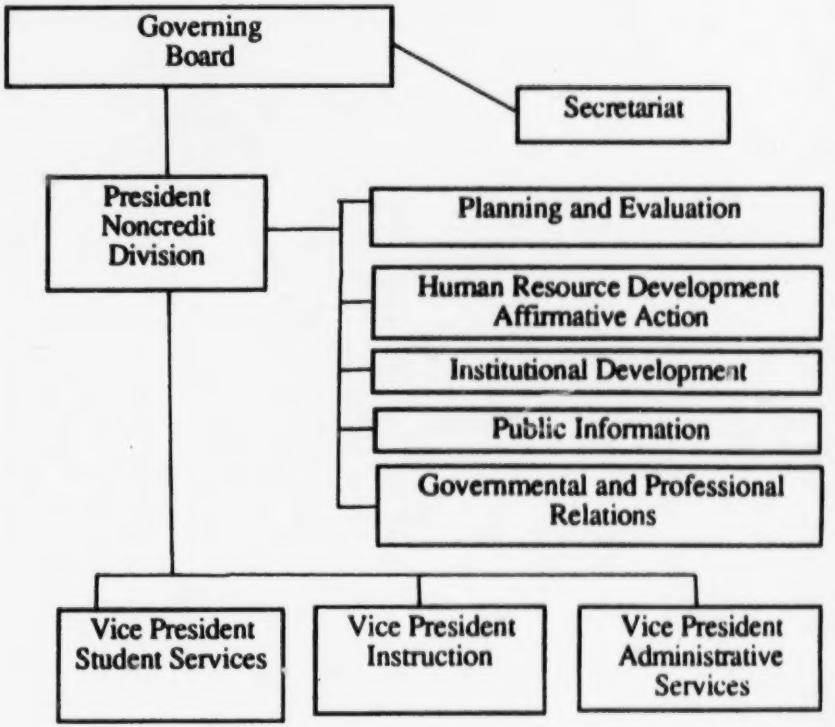
A Multi-College Model (see accompanying Organizational Diagram 3) would entail construction of one or more additional comprehensive community college campuses. Each would be, or at least would become, a full- or broad-service institution complete with the range of facilities that

Organizational Diagram 2

PARALLEL STRUCTURES MODEL

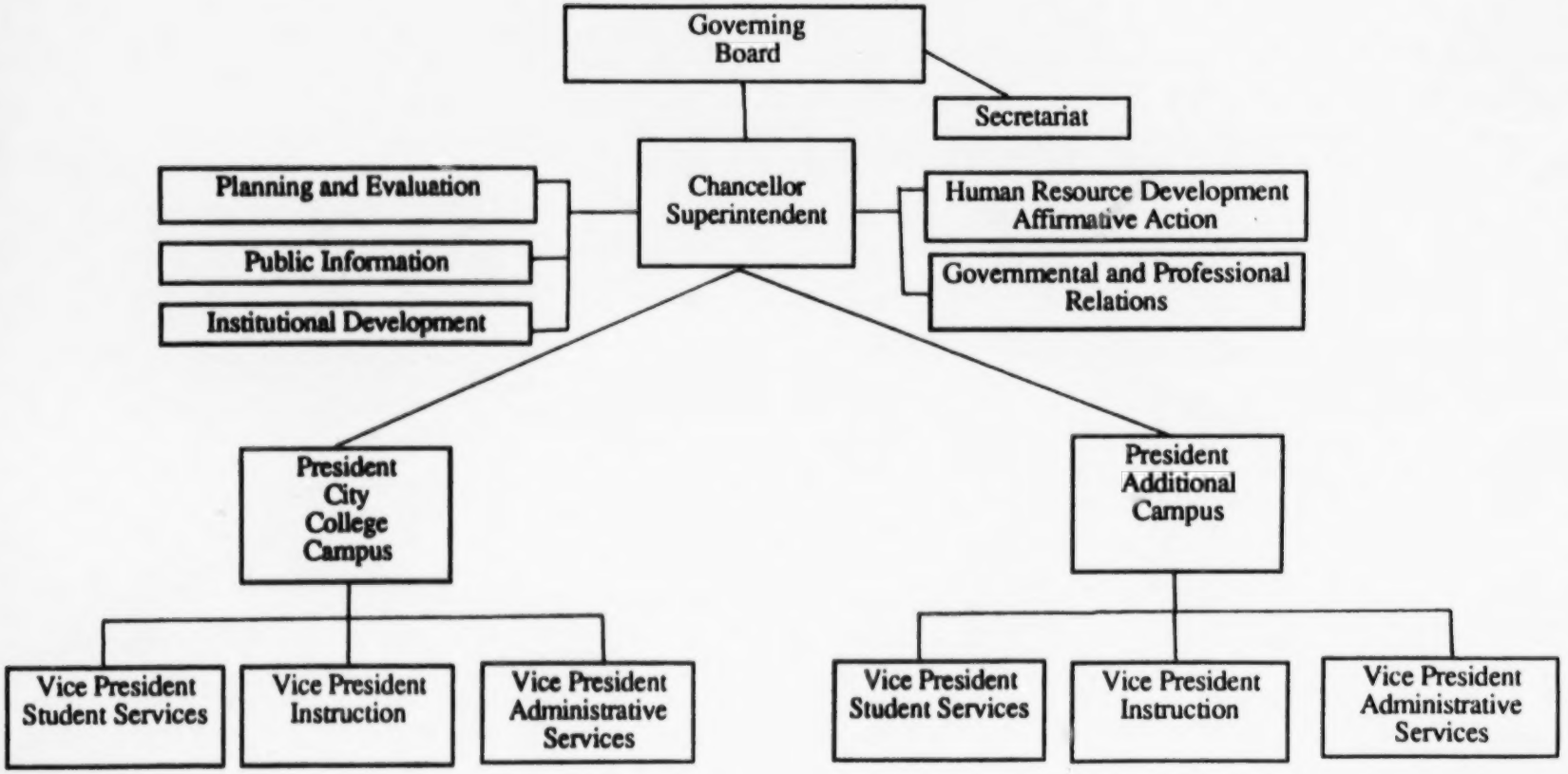
Variation one





Organizational Diagram 3

MULTI-COLLEGE MODEL



makes academic and occupational preparation, as well as community service, possible—for example, science library, athletic buildings, and computer centers.

A degree of specialization might be possible or desirable under this arrangement. For example, one campus might specialize in technical preparation, another in the liberal arts, and another in the sciences. Students, presumably, would select a campus based upon their initial predilection. Subsequent transfer, of course, would be possible if a student's aspirations or interests changed. Such campus specialization would enable resources to be used efficiently. Not every campus would need to be an exact physical replica of the other.

This proposal assumes that the current spectrum of San Francisco Community College District goals is appropriate and that the best manner to deliver this range of services, as well as overcome weaknesses in the existing organizational structure, is to operate two or more campuses, each of which would be capable of serving a geographic community. The existence of two or more campuses would not preclude continued use of satellite sites for the delivery of community services. Satellites would, however, presumably be under the specific aegis of only one of the college campuses.

Under a multi-college structure, there would still be a single governing board and whatever central administration was judged necessary for long-range planning, evaluation, financial management, and so forth, in addition to providing whatever services were needed directly by the governing board itself.

Proponents of a multi-college model contend that this structural arrangement is the most consistent with a major objective of the District—enhancing the social mobility of the overall San Francisco population. Students whose initial contact with the "system" in non-credit courses such as English-as-a-Second-Language (ESL) classes would see that there is a far broader occupational and academic horizon for them to pursue, and many would be motivated to do so. Also, provision of a full or broad range of services on each campus would enable the overall District to fulfill its obligations to the citizenry more completely.

Alternative Four: An Integrated Systems Model

This proposed model stands in substantial contrast to what now exists and to any of the above-described alternative proposals. The central feature of the integrated model is the consolidation of the District's two existing operational components, City College of San Francisco and the Centers Division, into a single administrative unit. Additionally, in the integrated model there is no compelling need for a free-standing central administration. (See accompanying Organization Diagram 4.)

This model would have a single governing board and would continue to rely upon the existing City College of San Francisco campus as a principal site for offering academic credit courses. However, major additional sites and satellite locations would continue in wide use. In addition to City College, major additional sites and satellite locations would offer, where appropriate, a mix of academic credit, occupational credit, and non-credit and fee-based courses.

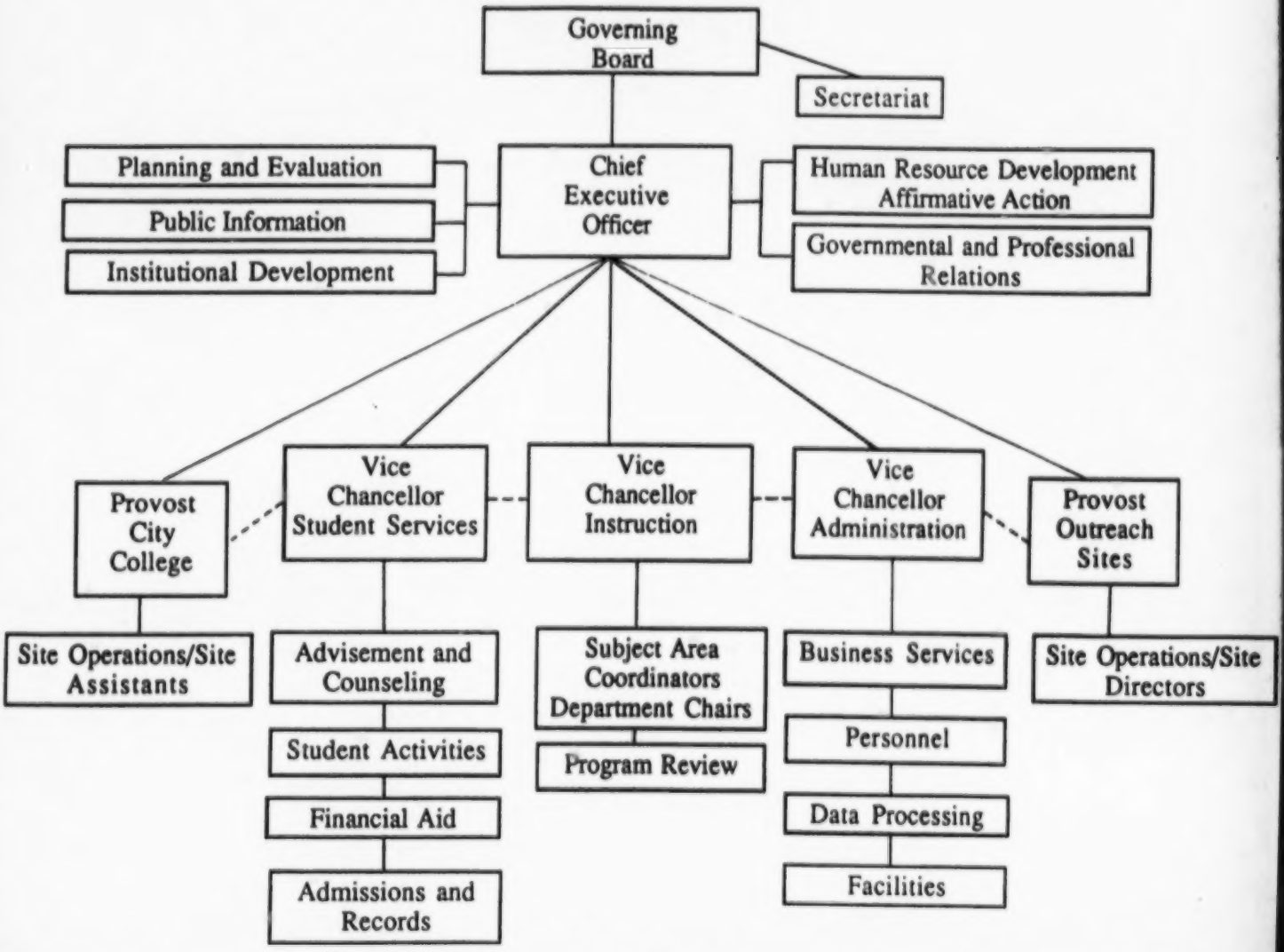
District administration would be headed by a chief executive officer (CEO) who, exclusively, would report to the governing board and be responsible for administrative oversight of the entire system. The principal functions of this office would be to serve as the governing board's executive and coordinator of activities such as long-range planning, evaluation, and external relations. Numerous *staff* functions, e.g., planning and evaluation, external relations, and public information, would be housed in the Executive Office of the CEO. Three principal *operating* officers would report to the CEO, one each for Instruction, Student Services, and Administration.

Several variations are possible for the administration of sites. One would label the CEO also as the President of City College and have a separate Provost for outreach sites reporting to the CEO. Another version would have the two separate Provosts, one for City College administration and another for outreach. A third variation would have site administrators reporting directly either to the Vice Chancellor for Administration or the Vice Chancellor for Instruction.

INTEGRATED MODEL: Alternative One

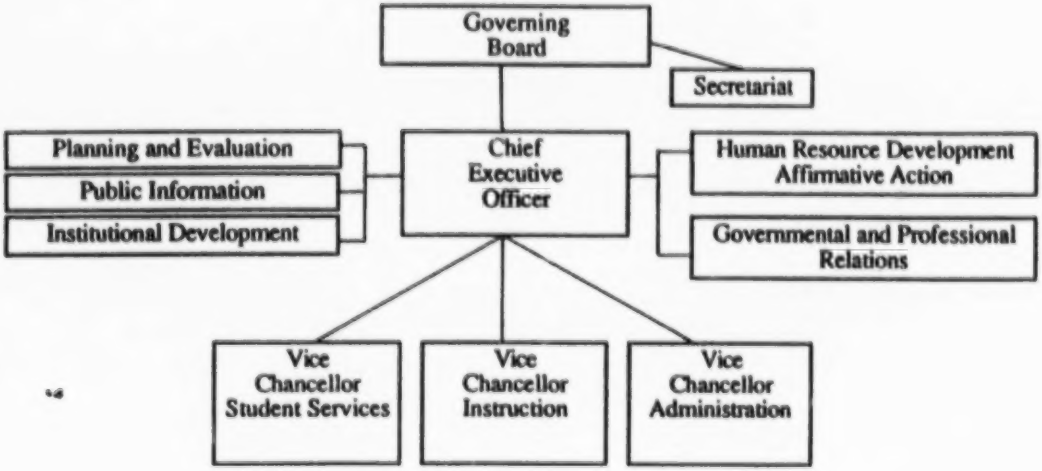
Organizational Diagram 4 A

INTEGRATED MODEL



Organizational Diagram 4

INTEGRATED MODEL
(GENERAL)



WEIGHING ALTERNATIVE ORGANIZATIONAL MODELS

It is important to understand that one's ultimate assessment of the above-described alternative organizational models may depend crucially upon the *assumptions* that are made regarding the mission of the San Francisco Community College District, one's *perceptions* of the strengths and weaknesses of existing arrangements, one's *interpretations* of new state mandates, and one's *standing*, possibly as an employee or client, with the District presently. Consequently, the recommendation section is preceded by a short explanation of the assumptions, perceptions, and interpretations that guided formation of the recommendations contained in this report.

What Is Wrong Organizationally with the Status Quo?

As stated previously, if current goals are thought desirable, external environmental changes, including state mandates, are seen to be minimal, and the assumption is made that current problems reside more in personnel than in any other factor, then the status quo organizational structure, or a modest modification of what now exists, may prove perfectly acceptable.

However, no matter how crucial one believes personnel changes to be, by themselves they are unlikely to enable the District to overcome all its current weaknesses, comply with new state requirements, and confidently face the future.

It is difficult to envision, even if it were possible to recruit nothing but a team of administrative and academic superstars, how all the challenges to the future of the San Francisco Community College District would be met without a substantial degree of organizational change and administrative restructuring.

The Status Quo structure promotes unnecessary conflict. Present-day organizational barriers between City College of San Francisco and the Centers Division impede discussion of important issues and collaborative problem-solving efforts at relatively low operational levels of the organization. Too frequently, the District's Central Administration is presented not with uniformly agreed-upon solutions or alternative solutions to problems but with two different views of a problem. The Central Administration, and ultimately the governing board, are then placed in the awkward position of having to select a solution that almost automatically will discourage or be opposed by either one major constituency or the other. As a result, administrative tension and political controversy are unnecessarily intensified.

The Status Quo is overly expensive and inefficient. State priorities increasingly will curtail non-credit funding. If the San Francisco Community College District desires to maintain its commendable goal of enhanced social mobility, then it must devise means for achieving greater economies in the delivery of non-credit services. Doggedly retaining a separate City College and Centers Division, not to mention a costly Central Administration, impedes development of economically more efficient service delivery.

What Is Wrong Organizationally with the Parallel Structures Model?

Personnel considerations aside, if one contends that San Francisco Community College District's current structural arrangements impede full implementation of new state policies and existing District goals by contributing to organizational conflict and fragmentation, then one of the proposed alternative models may be more attractive.

If one is persuaded that bold change is necessary, then those believing that academic and occupational preparation are of equal status with state-subsidized and fee-based non-credit service, but that the two endeavors are insufficiently or ill-suited to be combined in a single organization, might favor a version of the Parallel Structures model.

Parallel Structures retreat from rather than resolve problems. The Parallel Structures Model can be seen potentially as solving many of the San Francisco Community College District's existing problems. However, it generally does so in the "wrong" way, by avoiding or running from them. Currently, the District is insufficiently cohesive, burdened by redundant structures and functions, suffering from an aura of internal distrust, and lacking a full spirit of collegiality and professionalism.

Splitting the organization into two sovereign bodies, one generally devoted to "credit" and the other to "non-credit" offerings, will reduce some of the current organizational tensions. However, the eventual disadvantages appear to outweigh short-term reductions in stress. A parallel structures arrangement would seem to exacerbate problems of coordination, enshrine current unnecessary administrative duplication, and jeopardize a smooth transition for students who wish to enhance their well being by taking "non-credit" courses and eventually gaining standing in the "credit" portion of the institution.

Parallel Structures jeopardizes fulfillment of the District mission. Perhaps more critical, a parallel structures model eventually would lead to the financial starvation of non-credit offerings. Future state fiscal arrangements simply are unlikely to subsidize non-credit offerings in a manner which will permit them to be effectively offered in a stand-alone organizational environment. Providing student services, for example, will likely become quite difficult in a separated organization under program budgeting for non-credit.

Parallel Structures would trigger undesirable political controversy. Several variations of the parallel structures model would necessitate creation of a separate governing board, or resumption of control over non-credit courses by the San Francisco Unified School District. Either alternative is likely to require an amendment to the City Charter, no easy task to accomplish. Moreover, a campaign to persuade the public of the utility of two governing boards, where formerly there was only one, will certainly provoke controversy regarding added public expense and bureaucracy. All institutions, both credit and non-credit, would probably be tarnished by the debate.

What Is Wrong Organizationally with a Multi-College Model?

A Multi-college Model is financially and geographically impractical. An additional comprehensive community college campus would likely occupy a great deal of land or else pioneer a new kind of unusually tall high-rise building. Finding such an expanse of property, or at least finding it at a less than prohibitive price, is unlikely. However, even if an appropriate geographic site could be identified, generating the hundreds of millions of dollars necessary to construct facilities simply does not appear to be possible in the reasonable near future. The prospect of constructing two such institutions seems doubly unrealistic.

If population density increases further, it is conceivable that San Francisco might someday need another comprehensive community college campus. However, under existing circumstances, because of the magnitude of the obstacles to be overcome, a proposal of this kind appears unwarranted.

What Is Wrong Organizationally with an Integrated Services Model?

An "Integrated Services Model" will solve many District problems; however, critics

contend that it will cause difficulties as well.

Integrated Services could eclipse non-credit offerings. The existing Centers Division provides visibility for non-credit offerings and offers a common setting for District employees particularly concerned with the missions involved with social mobility and community service. If the Centers Division is "integrated" into an overall Community College District structure, advocates fear that its visibility and concentration of effort will be unfairly subordinated.

Integrated Services will take a long time and will be difficult to implement. More than any other seriously considered organizational alternative, the Integrated Service Model challenges current San Francisco Community College District administrative structure and procedures. It is not simply that these changes will threaten all of those who have a vested interest in the status quo—it also may have only minor attraction from others who view themselves as marginal participants having little to gain. It is for this reason that proposed changes generally have so few supporters. Implementation is thus challenging.

Differences Among Alternatives

The following table summarizes the strengths and weaknesses of the four above-described organizational alternatives. The criteria against which the alternatives are judged are eight factors emerging as important from findings described previously in this report.

The Integrated Services Model emerges as the most effective organizational alternative, and its adoption and implementation is the principal recommendation of this report.

The Integrated Services Model will enhance a systematic pursuit of the District's multi-pronged mission of academic transfer, occupational preparation, and community service; reduce bureaucratic layering that many believe now impedes effective functioning; promote professionalism among faculty and staff; facilitate implementation of the state-imposed priorities and fiscal arrangements contained in Assembly Bill 1725, enhance administrative cost savings and greater long-run economic efficiency, and encourage strategic thinking and organizational renewal.

The Integrated Services Model is most suited to the District's long-run success. Other models severely jeopardize the District's ability to offer non-credit services. However, the Integrated Services Model does itself pose questions about alternative structures. The following discussions explain these alternative variations.

The remaining sections of this report are devoted to a more complete explanation of the Integrated Services Model, its various administrative and structural features, and principles that might usefully guide its implementation.

Strengths and Weaknesses of Alternative Models

	Streamlined Status Quo	Parallel Structures	Multi-college Model	Integrated Services
Sustain SFCCD Goals	Only temporarily	Only temporarily	Only temporarily	Over the long run
Enhance Existing Strengths	Might preserve strengths	Possibly	Possibly	Yes
Address Current Weaknesses	Highly unlikely	Yes, but cause more	Yes, but cause more	Yes
Reduce Organizational Conflict	No	Temporarily	Temporarily	Yes
Comply with AB 1725 Priorities	Poorly	No	Yes	Yes
Promote Faculty Professionalism	Probably not	Only partially	Yes, in time	Yes, in time
Deploy Resources Efficiently	No	No	No	Yes
Imple-mentation	Easy	Politically difficult	Probably impossible	Difficult initially

RECOMMENDED STRUCTURAL REFORMS

The purpose of this report section is to describe more fully the recommended organizational structure and to emphasize important areas of component detail to which decision makers should give attention.

Each major organizational substructure of the Integrated Systems Model is described below. Possible variations of subcomponents are described. In addition to elaborating upon the recommended subcomponents, where the differences are significant, an explanation is provided that contrasts the proposed arrangements with existing District operations.

(Organizational Diagram 4A graphically portrays major subcomponents, the District Executive Office, Office of Instruction, Student Services Office, and Office of Administration, and separate Provosts for site management at City College and Outreach Sites.)

Overall Organization

The proposed Integrated Systems Model consolidates three existing San Francisco Community College District major administrative components into a single organizational unit. In the recommended plan, the existing City College of San Francisco, the Centers Division, and the Central Administration will all be combined under the overall direction of the elected governing board and a single chief executive officer (CEO).

Only the CEO will report to the governing board. All other employees of the San Francisco Community College District will report directly or indirectly to the CEO. Currently, the president of City College and the Centers Division president possess separate individual contracts with the District. Under the recommended arrangement, when these existing contracts expire (1992), the only District employee with a personal employment contract with the governing board will be the CEO.

The CEO will have eight to ten significant staff and line functions reporting to him or her. This span of control represents a reasoned compromise between overly delegated responsibility and diffused accountability, on one hand, and an over centralization of authority and unrealistic concentration of responsibility on the other.

The Chief Executive Officer

The CEO will have three major leadership and managerial responsibilities:

- Maintaining the District administration's direct relationship with the governing board and a wide variety of external agencies and actors,
- Determining, in cooperation with the governing board and employee representatives, the District's long-range direction and establishing the overall tone for its operation, and
- Directing, coordinating, and evaluating all District instructional, student service, administrative, and site management activities.

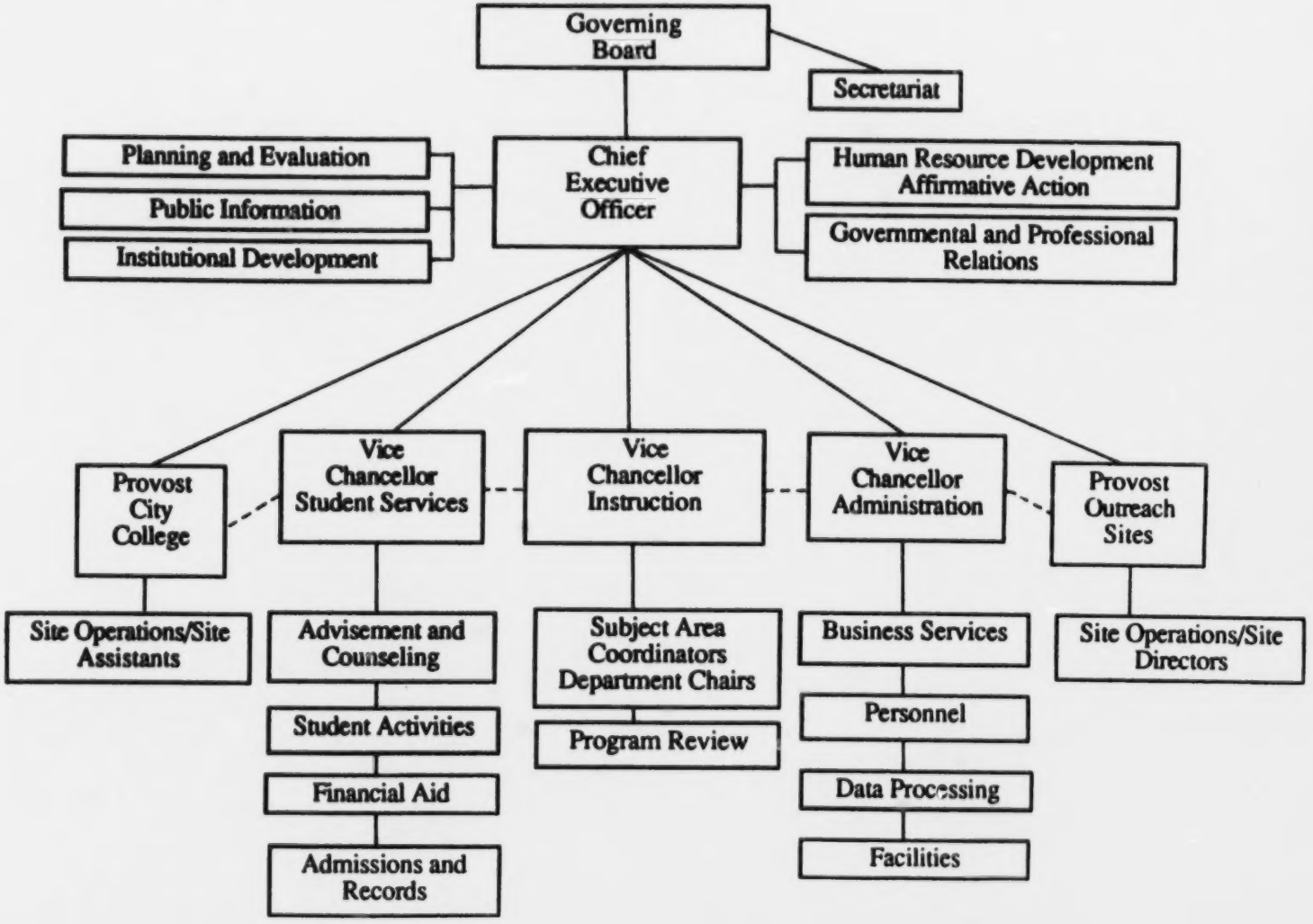
In order to fulfill these functions, and not become smothered in an unproductive bureaucratic underbrush, the CEO should have the option of employing one, perhaps two, highly capable Executive Assistants, or Special Assistants. They would report directly to him or her and be able to facilitate communication about and oversight of the variety of functions assigned to the CEO.

The CEO can be accorded a variety of titles consistent with the authority and responsibilities of the office. The individual will

Organizational Diagram 4 A

INTEGRATED MODEL

Preferred Alternative



be the chief executive of the entire Community College District, including City College of San Francisco.

Under such circumstances, consideration might be given to labeling the office "Chancellor." This title, "Chancellor," signifies overarching responsibility for all the District's missions on a wide variety of other fronts. Also, under one variation of the model, the CEO would be known as Chancellor/President.

The District Executive Office—Staff Functions

A number of important staff functions should be located in and directed by the "Executive Office of the Chancellor." These endeavors are crucial to the overall operation of the organization, but they do not nest neatly in one of the major operational, or line, divisions described below. All proposed Executive Office functions pertain to the District overall, and hence it would be inappropriate to assign them to a more specialized operating office. In addition, they might involve an evaluation activity for which there could be a conflict of interest if the function reported into a single operational office.

The major staff functions that should be located in the Executive Office are described below. Before undertaking this description, however, it should understood that there are always a number of ways in which to divide and redivide organizational functions. The following divisions, and the allocation of functions within them, appear sensible. However, one can imagine other divisions that might be equally useful. Final determination of these staff functions can be undertaken in consultation with the governing board, the soon-to-be-selected chief executive officer, and perhaps an Implementation Coordinating Committee. However, the following specific allocations are recommended.

Planning and Evaluation. This office is responsible for directing and coordinating all institutional planning and program evaluation for the entire District. This office should provide the leadership in a continuing cycle of strategic planning, evaluation, and budget development. District data collection activities will be planned and coordinated from this office. This is a particularly important function and the officer in charge should bear a title reflecting the significance, e.g., Vice Chancellor or Associate Chancellor for Planning and Evaluation.

Government and Professional Relations. This unit will be responsible for liaison with state, federal, and local government agencies with which the Community College District has important relationships—for example, the legislature and the Board of Governors of the California Community Colleges. In addition, this office can be responsible for coordinating District legal affairs and maintaining relationships with various professional associations and educational agencies important to the District, e.g., the American Association of Community and Junior Colleges, the University of California, and the California State University.

Public Information. This unit will be responsible for creating and coordinating the District's internal and external information programs. Relationships with the public media will fall to this office as will the design and production of regular publications to faculty, staff, and students. This office can also serve as an important resource to other District components responsible for communication activities, such as Student Services.

Institutional Development. This unit will be responsible for enhancing the District's financial resources from both public and private sources through direct activities that can include proposal writing, individual philanthropic and foundation solicitations, promotion of instructional contracts and other kinds of appropriate entrepreneurial activities, and maintaining District liaison with the business community. This office will also serve as a resource to individual faculty members and other District units interested in submitting funding proposals to government and pri-

vate agencies. This office will cooperate closely with the Office of Government and Professional Relations.

Human Resource Development/ Affirmative Action Officer. The overall charge of this unit is to enhance the capabilities of all San Francisco Community College District personnel. Specifically, the office will be responsible for at least the following three human resource-related activities—Affirmative Action, Staff Development, and Employee Relations (collective bargaining). This office is not responsible for the important day-to-day activity of recruitment, selection, and induction of employees. This conventional personnel function should be coordinated by a Personnel Officer located in the Administration Division described in the following section.

Secretariat. This unit, while reporting to the CEO, serves the governing board through activities such as agenda preparation, board-related correspondence, and board appointments.

Operating Divisions—Line Functions

The chief executive officer will be served by at least three major line administrators, each of whom will be directly responsible for a significant portion of the District's operation. The three major operating divisions will be (1) Instruction, (2) Student Services, and (3) Administration. Each of these divisions should be led by a high-level officer accorded a title such as Vice Chancellor or Associate Chancellor. The specific responsibilities of each will be as follows.

Instruction. The Chief Instructional Officer (CIO) and his or her staff is directly responsible for the design, implementation, coordination, and oversight of the entire instructional program for the San Francisco Community College District. This includes academic and vocational preparation and non-credit courses, both those subsidized by the state and those that are self-supporting through fees. Major functions of this office are creating, frequently through faculty initiative, programs of instruction; coordinating procedures for determining credit and non-credit status for courses; overseeing recruitment for faculty positions; assisting in the design of induction and staff development activities; and developing and coordinating faculty participation procedures for the evaluation of individual instructors. This office also will be responsible, jointly with appropriate other staff and line offices, for marketing activities, providing information to students, and various personnel and budget functions.

The chief instructional officer (CIO) is the second highest executive officer in the District. In the event the CEO is out of the District, or otherwise indisposed, the officer in charge of instruction would act as CEO. The title for the Chief Instructional Officer should reflect this status, e.g., Deputy Chancellor or Vice Chancellor.

Faculty should play a vastly expanded role in coordinating and directing instruction. To facilitate this expansion, instructional Departments should be grouped into major subject domains, each one of which has an actively teaching faculty member as Coordinator. The Subject Area Coordinator position should be further refined in collaboration with faculty representatives. However, it is important that this not become a one-hundred-percent-time administrative position. It should be held by individuals who identify strongly with and think of themselves as instructors.

Subject Area Coordinators will be responsible for administering the full range of instructional offerings within their domain. This includes academic, vocational, credit, non-credit, state-subsidized and fee-based courses. In large subject areas, e.g., science, there may be a need for Assistant Coordinators (one each for physical science and life science). Here again, however, it is important that these individuals be selected by faculty from among the ranks of those who regularly instruct, that the administrative portion of their respon-

sibilities not become full time, and that the positions rotate on a regular basis.

Instructional Departments should be grouped into approximately a dozen Subject Matter Areas. These might be Science, Engineering and Computer Science, Mathematics, English and Communication, Foreign Language, History and Social Science, Technology, Health Occupations, Arts, Physical Education, Government and Citizenship, Business and Commercial, and Hospitality Services. This list is included purely for illustrative purposes. Final decisions regarding subject matter alignments should be made by faculty in conjunction with the CEO and Chief Instructional Officer.

Department Chairs would continue to exist. However, faculty and administration should collaborate to determine guidelines for department alignment and size. Also, guidelines should be developed cooperatively for the selection of Department Chairs. It seems reasonable that many of the same criteria should apply to their selection as to Subject Area Coordinators, i.e., come from teaching ranks, perhaps not be a full-time administrative position, and not be held permanently.

Student Services. The principal function of this office is to facilitate the provision of appropriate services to students. Specifically, this includes areas such as counseling, financial aid, student activities, admissions, learning centers, EOPS, disabled student services, career development, and other student activities. In addition, this recommended organizational structure envisions that student-related activities such as admissions and records report to the Student Services Vice Chancellor.

Student services is one of three major operational activities reporting directly to the CEO. The Student Services Officer (SSO) should bear an appropriate title, e.g., Vice Chancellor or Associate Chancellor.

Administrative Services. This operating office will be responsible for the provision and oversight of a vast range of support activities. These might include personnel, budget administration (payroll, purchasing, accounting), warehousing, security, facilities planning, maintenance, custodial, and data processing.

The Administrative Services Officer (ASO) is the third major operating officer reporting to the CEO. It is a difficult post because of the broad span of activities included. The position title should reflect the significance of the undertaking and the breadth of expertise necessary to oversee such a spectrum of activities, e.g., Vice Chancellor or Associate Chancellor.

Site Operations. The above-described operations officers are responsible for major District-wide functions . However, an individual also has to be responsible for the day-to-day practical operation of each instructional site. There are several possible variations here.

Provosts, Site Directors, and Assistants reporting to them are responsible at individual instructional locations for ensuring that services are delivered to students, that buildings are maintained appropriately, and that supplies are ordered and received. This is in large measure a "brokering" role, a liaison communicating both ways between the interests of individual sites and the interests of the District overall.

Provost positions, or their equivalent, will involve a great deal of communication and persuasion in order to coordinate the delivery of services to sites from three operating divisions, Instruction, Student Services, and Administration. In addition, however, each Provostial position will be budgeted with funds sufficient to purchase services such as maintenance, custodial, and security from whatever operating division is involved. The positions have direct access to the CEO to ensure that site concerns are represented in high-level management deliberations.

Chancellor's Cabinet. The Chancellor's Cabinet should consist of the above-described five staff positions and at least

the three operating officers, Vice Chancellors for Instruction, Student Services, and Administration. The Cabinet might also consist of the chief site administrators, i.e., one or two Provosts, depending on the organizational alternatives selected.

The next section of this report describes a set of suggested principles to guide the implementation of this recommended structure.

RECOMMENDED GENERAL REFORMS

The preceding report section explains administrative structural changes in detail. This section concentrates on organizational changes that will need to be phased in over time, but that cannot be dictated in detail by outside consultants. These recommended reforms will have to be designed in large measure through the collaborative activities of San Francisco Community College District officials, faculty, staff, and community members.

• *Constructing an Integrated "Culture" and Building a "System"*

Currently there is much that divides the San Francisco Community College District. The existing administrative structure, consisting of three separate and powerfully distinct components, contributes to a balkanized outlook of faculty versus administration, Centers versus City College, credit versus non-credit, full-time versus part-time, government funded versus fee-based, "old guard" versus new hires, classified versus certificated, small academic programs versus large departments, academic versus vocational, union versus non-union, majority versus minority, and so on.

Some groups perceive themselves as almost solely responsible for maintaining high academic standards while others believe that they alone are sensitive to the concerns of the City's new citizens or those who are economically disadvantaged. These are false perceptions over divisive issues. Steps must be taken to construct a unified organization, one characterized by a common sense of purpose and an overarching "culture."

Steps should be taken to dampen these divisions and create an integrated system and a collaborative culture. No one suffers from the illusion that such a cooperative atmosphere can be wrought overnight. Trust and confidence are difficult to build. However, practical steps can be taken to bridge existing organizational fissures.

Steps such as the following should be taken in order to build a cohesive educational system. Faculty members should begin deliberations in order to construct an integrated Faculty Senate representative of credit and non-credit, part-time and full-time instructors. A design should be generated for a system-wide employee council that would advise the new CEO. Publications and other informative media should be designed to communicate to all components of the new organization. Faculty and administrators should begin to discuss procedures that allow qualified instructors to teach both credit and non-credit courses. A system-wide catalog of course offerings, programs, and services should be developed that communicates educational options in an understandable manner. A participatory budget planning process that encourages integration across the organization and is linked to instruction and program evaluation must be devised.

• *Expanded Opportunities for Collegial Decision-making*

Greater employee participation, where appropriate, in District governance and decision-making would have substantial benefits. Primarily, a greater degree of staff participation likely would induce higher levels of professional and personal commitment and feelings of individual accountability. There would be less of a sense of "them" and "us" between administrators and employees, and more joint acceptance of responsibility for the effective operation of the entire District.

Organizations seldom can leap immediately from relatively low levels of shared decision-making to full-fledged collegial participation in governance. Building trust and developing appropriate ground rules takes

time. Also, it is difficult for outsiders to specify precisely for an institution the dimensions on which expanded professional participation should occur. It is possible to illustrate such dimensions, however.

Faculty members, for example, should begin to assume greater responsibility for the recruitment, employment, induction, inservice professional preparation, and evaluation of their instructional colleagues. Added examples can be found in areas such as curriculum development, course approval, budget development, and long-range planning.

Intensified faculty and staff participation in governance involves added time, and thus implies added costs to the organization. There is a financial trade-off, however. Added faculty participation in governance can be paid for, in substantial if not complete measure, by reductions in administrative costs.

• *Mechanisms for Resolving Credit and Non-Credit Course Issues*

One of the current problems facing the San Francisco Community College District is a disparity across the two operating units—City College and the Centers Division—regarding credit and non-credit course offerings. The problem is a complicated one that does not lend itself to simple solutions. Determining whether an instructional offering should carry academic or occupational licensing credit involves judgments regarding the nature of the subject matter, performance standards, faculty qualifications, intellectual rigor, relationships with other institutions, state guidelines, conventional practices, and so forth.

Currently City College course offerings are generally of a "for-credit" nature. Center's offerings are, generally, "not-for-credit." However, the number of exceptions to this pattern, and the inequities for students and instructors, is distressing. For example, both City College and the Centers Division offer instruction in various health occupations. Often in the two settings the content and expectations for student performance are the same, sometimes even the instructors are the same. Nevertheless, some of the offerings are "for-credit" and others are not.

The District has recently developed course review and approval procedures that involve appropriate faculty members and administrators in determining the degree to which a curriculum offering should be "for-credit" or "non-credit." This review body possesses the potential to resolve problems on an offering-by-offering, subject area-by-subject area basis. As painstaking and time consuming as such procedures can be, there is little substitute for the process.

• *Development of an Integrated Evaluation and Strategic Planning Capability*

Modern educational organizations ignore strategic long-range planning at great peril to their present effectiveness and future existence. This is particularly the case for public sector organizations. Changes in the external environment, i.e., economics, demography, government policy, international relations, and technology, now occur with alarming speed. A successful organization must continually scan this environment, identify conditions likely to affect it, interpret the possible consequences, and undertake whatever changes in direction are appropriate.

It is insufficient periodically to rely upon outsiders to assist in strategic planning. "Strategic thinking" should become deeply ingrained in the day-to-day operational fabric of an organization, for leaders, managers, instructors, and so on.

"Strategic thinking" is reflected in numerous ways in the dynamics of a vital organization. It should be embedded in long-range facility planning, course offerings, marketing decisions, budget allocations, and so forth. This concept is depicted graphically and expanded upon in the detailed organizational arrangements de-

scribed in the preceding report section entitled "Recommended Structural Reforms."

• *Appraisal of Selected SFCCD-Municipal Service Arrangements*

The San Francisco Community College District engages in a number of joint service operations through agreement with the San Francisco municipal government. Among these are purchasing, payroll processing, fiscal funds management, and civil service procedures for classified employees. These cooperative SFCCD-Municipal arrangements reflect the history of the District as a component of the San Francisco Unified School District and the relatively unique status of San Francisco as both a city and a county government.

The San Francisco Community College District is itself a large and complicated organization. When joined to the procedures of an even larger municipal government, the prospect of ponderous delay and error is staggering. Thus a continual assessment of Community College District-Municipal government relations is in order.

Currently the City provides payroll and purchasing services to the San Francisco Community College District. Ideally, the Community College District deserves operational autonomy. It is unique among California community college districts in having such a large component of its operations mandatorily joined to a municipality. At this time payroll does not appear to impede the effective management of the SFCCD. Neither District administrators nor employees—faculty nor civil service—cite payroll as a principal problem. Consequently, whereas it is altogether appropriate continually to assess the relationship and the advantages to the District, there is a sufficient number of items of greater significance on the reform agenda to bypass this Municipal relationship dimension for now.

Purchasing arrangements are a different story. Interviews and case study data strongly suggest that the current joint purchasing arrangement with the City is disadvantageous to the Community College District. Consequently, this is a high priority area for further assessment and, quite possibly, change.

Critics of the SFCCD-Municipal relationship frequently identify the Civil Service arrangement as particularly awkward and financially and governmentally burdensome. This is true. When, for example, classified salaries are established for SFCCD employees by an agency outside the immediate jurisdiction of the SFCCD governing board, then the latter's authority clearly is eroded and its ability to orchestrate the District in an efficient and rational manner is impeded.

Despite this awkward arrangement, it is *not* recommended that the governing board presently attempt a change. There are three reasons for such a position. First, it is possible to improve current SFCCD-Civil Service relationships within the current context. In effect, even under existing legal arrangements, there are efficiencies that are currently being missed. Second, as awkward as some critics may perceive the problem presently, it is not a major impediment to the District's efficient instructional operation. This is particularly the case when compared with several of the organizational irrationalities that reside completely under the jurisdiction of the SFCCD governing board. In other words, it is not a high priority item. Third, altering the Civil Service arrangement would likely require an amendment to the City Charter, and the legal and political complexity involved does not appear presently to be balanced by the potential benefits.

Municipal management of SFCCD funds is another cooperative service dimension with the City where the status quo should be preserved. The City appears to have a good record in this activity, and the fiscal balances of the Community College District alone would be costly to administer independently. In short, the City appears to manage SFCCD funds well, and no change seems in order currently.

- *Pursuit of Added Resources*

Aggressively Strive to Enhance District Financial Resources. Throughout this report references are made to the more stringent resource environment in which the District is likely to find itself in the future. In part, these conditions are the almost inexorable result of a decade-long state policy trend. However, the District need not succumb completely to this condition . An aggressive pursuit of additional resources can, at a minimum, cushion the consequences of a fiscally constrained future. A successful resource development program can more than compensate for such a condition.

The recommended organizational structure contains a proposed Institutional Development officer. Here is one position in the organization responsible for maximizing District financial resources. This office should engage in massive fund-raising efforts with groups such as Alumni, business, foundations, potential contract customers, charitable organizations, and government agencies.. In cooperation with the Director of Governmental and Professional Liaison, this office also should aggressively pursue interpretations of state policy beneficial to the District.

IMPLEMENTATION: GUIDELINES AND TIMELINES

Governing Board adoption of a new organizational model will necessitate substantial attention to implementation details. These details are too numerous to specify completely in this report. However, it is possible to suggest principles that might well guide implementation. The following ten implementation principles are also aimed at mitigating whatever negative consequences might accompany adoption of an Integrated Services Model.

Proposed Implementation Principles

• *The governing board should move quickly to adopt a reorganization plan.*

Unless the governing board acts in a firm and fast manner, the negative forces of reaction will organize and render reform difficult or impossible. An appropriate governing board action is to adopt a resolution containing a generalized description or conception of the board's preferred organization model.

Failure to act in the reasonable near future, e.g., by the end of February, will provide substantial encouragement to all those who benefit from conditions as they now exist and fear change, regardless of its nature. The advice to new rulers from Machiavelli's "The Prince," quoted at the beginning of this report, describes the problem nicely.

• *The governing board should integrate adoption of an organizational reform plan into its CEO selection process.*

Candidates for the District's Chief Executive Officer position should be informed about and expected to become familiar with the broad outlines of whatever reorganization plan the governing board eventually adopts. Candidates should be requested to express their views regarding a newly adopted plan. Finalists should be expected to commit themselves to supporting the broad outline of the plan and to participating in the design and implementation of the details.

• *A high-level District Reorganization Implementation Steering Committee should be empowered to initiate and coordinate detailed planning activity.*

Waiting to initiate reform action until midsummer when a CEO has been selected, and is possibly in office, could badly jeopardize progress toward reorganization. On the other hand, hurriedly selecting individuals to fill important new administrative positions could severely preempt important organizational building opportunities for a new CEO.

A reasoned compromise is for the governing board to empower a District-wide representative Implementation Steering Committee to initiate and coordinate the planning details that will be necessary to implement reorganization. The principal objectives of this Committee would be activities such as to (1) develop plans for implementing reforms contained in the "General Recommendation" section of this report, (2) design and bring to the governing board for approval job descriptions for the high-level executive positions contained in the reorganized administrative structure, (3) plan for the transition from existing administrative arrangements to the new organizational structure, (4) develop a detailed reform time schedule, and (5) develop a detailed reorganization budget for reform implementation.

• *Once selected, the CEO should be held responsible for the operational details of reform implementation.*

Once selected, the new District CEO should become accountable for implementing the details of the reform plan developed

by the District Implementation Steering Committee and approved by the governing board. Upon selection of a CEO, the Steering Committee then becomes advisory to this person.

• *The governing board should engage an independent consulting firm to assist the District Reorganization Implementation Steering Committee in the detailed planning of implementation and to assess implementation progress.*

In light of the complexity accompanying a transition to an Integrated Services Model, a District Reorganization Implementation Steering Committee will need assistance in its detailed planning activities. This arrangement was anticipated in the 1989 District-issued Request for Proposal which led to an organizational analysis contract with Strategic Planning Associates. Such a suggestion continues to seem reasonable.

• *Implementation should be undertaken in phases with a goal of completion by the opening of the Fall Term, 1993.*

Significant features of the new plan should be implemented as soon as possible. A target of 1993 should be set for full implementation.

An approximate three-and-one-half year schedule should allow for careful deliberation by the governing board, CEO, Steering Committee, employees, clients, and other important constituents of significant components of a newly adopted structure.

• *Implementation should be guided by a detailed time schedule.*

The absence of such an instrument not only will encourage delay but also will impede the ability of the governing board to fix accountability and exercise implementation oversight. The time line should be organized around major events and procedural changes such as selection of key leadership personnel, physical facilities consolidation, faculty senate development, course approval procedures, budget development, and financial transitions.

• *Faculty and staff must participate in detailed implementation planning.*

This will prove crucial on system-building dimensions such as faculty senate amalgamation, course development and approval, and personnel procedures. It will also be helpful in operational areas such as the SFCCD–Municipal relations review. Use of a Reorganization Implementation Steering Committee as recommended above is one means for initiating and coordinating such employee involvement.

• *Employees should be assured that a new organizational structure will not result in wholesale layoffs.*

Consolidation of existing functions and creation of new posts will, obviously, necessitate personnel changes and new hiring. However, employees should be assured by the governing board that substantial advance notice will be given in the instance of position consolidation, that every reasonable effort will be made to accommodate existing employees in new or related District positions, and that existing employees will be given preference in filling newly created positions, assuming they possess appropriate qualifications. If positions are to be eliminated as a consequence of reorganization, maximum benefit should be derived from normal personnel attrition, and consideration should be given to early retirement inducements.

• *New hires associated with reorganization will be based strictly on qualification and District affirmative action policies.*

The creation of important new District-wide positions, as well as the consolidation of other positions, could trigger an avalanche of inappropriate and narrowly self-interested lobbying directed at the governing board. This is especially the case during a period before a new CEO has been selected. Hence, the governing board

would be well served by specifying publicly that only the most rigorous personnel procedures will be employed in implementing the new reorganization. Also, unless the CEO search is unavoidably delayed, all significant new administrative appointments should await selection of a chief executive.

Implementation Costs

Undoubtedly there will be short-term added costs associated with implementing a new organizational structure. These additional costs will occur in the form of activities such as job searches and physically moving facilities and functions. However, these short-term additional costs should be more than compensated for in the long run by the reduction in administrative positions envisioned in the recommended Integrated Systems Model.

Implementation Consulting

Strategic Planning Associates has greatly benefitted from serving the San Francisco Community College District in the course of this organizational analysis. In keeping with the provisions specified in the 1989 Request for Proposal, if the governing board decides to retain an independent consulting firm to assist in designing and overseeing details of implementation, Strategic Planning Associates stands ready and would be pleased to respond in whatever manner the governing board and administration decide is appropriate.

APPENDIX A

Table 1: Enrollment Information

Table 2: Apportionment, Revenue, and Expenditure Information

Appendix A, Table I
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
Historical Information on Enrollments, 1980/81 to 1989/90

	1989/89	1988/89*	1987/88	1986/87	1985/86	1984/85	1983/84	1982/83	1981/82	1980/81
Non-Credit ADA	16,134 **	16,059	15,915	16,156	16,264	16,150	15,980	16,610	16,653	16,362
Credit ADA	15,037 **	15,000	15,003	14,822	14,751	14,813	15,804	17,708	16,764	16,095
Total ADA**	31,171 **	31,059	30,918	30,978	31,015	30,963	31,784	34,318	33,417	32,457
Total Headcount Enrollment	?	58,899	57,823	53,816	55,952	55,043	66,687	28,405*	68,630	69,016

*SF City College enrollment only. District-wide data not submitted to State Chancellor's Office.
**These amounts are estimated, based on past trends and the District's 1989/90 Advance Apportionment calculation of $190,423 for the funded growth "cap" (Exhibit B-2, State General Apportionment calculations, CCC Chancellor's Office, 7/13/89).

75 Non-credit AD 112761.9
Funding left over 77661.1
Credit ADA 36.32462 2137.974 Estimated incremental rate for SFCCD credit ADA, 1989/90

Appendix A, Table II
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
Historical Information on Apportionments, Revenues, and Expenditures 1980/81 to 1988/89

Category	1988/89*	1987/88	1986/87	1985/86	1984/85	1983/84
1. General Apportionment (State & Local for Credit & Noncredit ADA)	$72,272,561	$68,911,879	$66,698,566	$62,988,238	$60,138,733	$53,523,522
2. Total ADA	31,171	30,918	30,978	31,015	30,963	31,784
3. Total Revenues (Federal, State, Local)	$87,137,547	$81,147,975	$78,227,104	$75,795,130	$66,038,868	$58,248,437
4. Total Expenditures	$87,095,524	$81,079,855 $80,055,167	$79,334,386 $78,227,104	$72,451,464 $71,266,869	$68,752,797 $68,328,905	$61,959,731 $61,581,702
5. Current Year Revenues Less Expenditures	$42,023	$68,120	($1,107,282)	$3,343,666	($2,713,929)	($3,711,294)
6. Ending Fund Balance	$5,210,453	$5,310,773	$4,453,103	$7,921,612	$3,044,128	$5,509,160
7. Current Expense of Education	$74,441,096	$72,135,442	$68,423,589	$66,617,450	$65,594,216	$61,018,150
Percent of CEE Devoted to Instructor's Salaries (50% Required by law--ECS 84362a)	54.18%	51.71%	54.51%	50.35%	52.19%	53.10%

*Unedited Data in Preparation by the Chancellor's Office. Total Revenue & Expenditure Information from CCFS-311
**Excludes Apprenticeship Funded Hours and Non-resident. Unless indicated otherwise, this is Annual Average ADA.

Appendix A, Table II (Continued)
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
Historical Information on Apportionments, Revenues, and Expenditures 1980/81 to 1988/89
(Continued)

Category	1982/83	1981/82	1980/81
1. General Apportionment (State & Local for Credit & Noncredit ADA)	$53,338,814	$53,803,327	N/A
2. Total ADA	34,318	33,417	32,457
3. Total Revenues (Federal, State, Local)	$59,071,234	$61,405,040	$54,281,097
4. Total Expenditures	$69,238,237	$57,047,507	$56,571,483
5. Current Year Revenues Less Expenditures	($10,167,003)	$4,357,533	($2,290,386)
6. Ending Fund Balance	$4,854,992	$15,170,704	$7,040,354
7. Current Expense of Education	$66,067,804	$54,539,507	$51,783,877
Percent of CEE Devoted to Instructor's Salaries (50% Required by law--ECS 84362a)	51.99%	55.34%	55.07%

APPENDIX B

San Francisco Community College District Compared to Statewide Averages and to Other Districts on Fiscal Measures

Appendix B
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
COMPARED TO STATEWIDE AVERAGES AND TO OTHER DISTRICTS
ACCORDING TO VARIOUS FISCAL MEASURES, 1987/88

	San Francisco	State Average	San Diego	Rancho Santiago	North Orange	Los Angeles	Los Rios	San Jose	Peralta	Santa Barbara	Yuba
Total Available Apportionment Revenue (State & Property Tax) Per Unit of Funded ADA (Credit & Non-Credit Combined)	$2,229	$2,696	$2,202	$2,495	$2,474	$3,353	$2,877	$2,808	$2,987	$2,422	$2,573
Base Revenue Per Unit of Credit ADA	$2,982	$2,771	$2,789	$2,790	$2,757	$3,193	$2,853	$2,747	$2,808	$2,813	$2,850
Ranking in State	17	N/A	29	28	30	9	38	31	27	60	22
Total Current Operations Expenditures (excluding capital outlay) Per Unit of ADA	$2,552	$3,050	$2,989	$2,832	$2,716	$3,873	$3,064	$3,158	$3,214	$2,529	$3,177
Ranking in State	69	N/A	51	67	65	7	32	27	20	70	24
Current Expense of Education Per Unit of ADA	$2,291	$2,582	$2,184	$2,230	$2,374	$3,295	$2,881	$2,760	$2,851	$2,210	$2,549
Ranking in State	64	N/A	69	67	58	8	27	14	29	69	40
Certificated Salaries Per Unit of ADA	$1,389	$1,493	$1,512	$1,228	$1,405	$1,842	$1,498	$1,485	$1,483	$1,242	$1,427
Ranking in State	58	N/A	21	76	43	6	24	25	30	69	37
Administration & Support Activities Expenditures Per Unit of ADA*	$1,015	$1,318	$1,078	$1,193	$1,095	$1,908	$1,475	$1,409	$1,506	$1,005	$1,497
Percent of Total Expenditures	40.66%	45.94%	45.49%	47.09%	41.80%	50.58%	49.65%	47.30%	50.19%	40.89%	48.53%
Ranking in State	66		63	54	61	7	20	26	15	68	17
Counseling & Guidance Expenditures Per Unit of ADA	$100	$118	$81	$120	$117	$155	$141	$184	$109	$85	$177
Percent of Total Expenditures	4.02%	4.11%	3.42%	4.75%	4.46%	4.09%	4.76%	6.19%	3.62%	3.45%	5.74%
Ranking in State	42		60	31	33	10	19	5	40	54	6
Other Student Services Expenditures Per Unit of ADA	$69	$120	$76	$124	$106	$218	$169	$56	$153	$124	$214
Percent of Total Expenditures	2.76%	4.29%	3.20%	4.90%	4.04%	5.77%	5.70%	1.88%	5.11%	5.07%	6.95%
Ranking in State	66		60	34	41	9	17	67	21	35	10

*Includes Instructional Administration, Instructional Support Services, Admissions and Records, Counseling, Other Student Services, Operation and Maintenance of Plant and Policy Making, General Institutional Support Services

APPENDIX C

Study Requirements and Strategies

STRATEGIC PLANNING ASSOCIATES
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT
ORGANIZATIONAL STUDY

STUDY REQUIREMENTS AND STRATEGIES

	REQUIREMENTS								
	Credit/Noncredit	1725 and matriculation requirements	Student access and student services	Faculty tenure, assignment, load	Administrative assignments	Facility usage	Costs and potential savings	Centralization/decentralization	Planning and program review functions
STRATEGY									
Document Review	x	x	x	x	x	x	x	x	x
Interviews	x	x	x	x	x	x	x	x	x
Employee Survey	x	x		x	x			x	x
Student Survey	x	x	x	x		x		x	
Case Studies									
a. Student assessment, advisement, counseling	x	x	x					x	
b. Recruitment, selection, transfer and promotion				x	x	x		x	x
c. Budget requests							x	x	x
d. Maintenance of facilities			x		x	x	x	x	x
e. Course and program approval	x	x		x				x	x
Fiscal Analysis				x	x	x	x	x	
Comparisons with other districts	x	x		x			x	x	x
"Drop-in" Sessions	x		x				x	x	x
Meetings with interested groups	x	x		x	x			x	x

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